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81

PREM 19/1526

PART I

C

Confidential filing

The behaviour of British football fans abroad.

Violence in the UK

Soues Hooliganism

HOME AFFAIRS.

PART I

DECEMBER 1981.

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
8-12-81							
23-11-81							
30-9-82							
12-10-81							
29-10-82							
2-11-82							
7-2-83							
29-2-84							
10-5-84							
16-5-84							
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25/6/84							
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8-8-84							
7-8-84							
14-3-85							
15-3-85							
20-3-85							
21-3-85							
22-3-85							
27-3-85							
25/3/85							
Closed							

PREM 19/1526

PART 1 ends:-

Resident Football League to MEA

25.3.85

PART 2 begins:-

Bl to PM

27.3.85

TO BE RETAINED AS TOP ENCLOSURE

Cabinet / Cabinet Committee Documents

Reference	Date
CC(84) 18 th Meeting, item 2	10/05/1984
CC(85) 9 th Meeting, item 4	14/03/1985

The documents listed above, which were enclosed on this file, have been removed and destroyed. Such documents are the responsibility of the Cabinet Office. When released they are available in the appropriate **CAB (CABINET OFFICE) CLASSES**

Signed *J. Gray* Date *6/2/2014*

PREM Records Team

Published Papers

The following published paper(s) enclosed on this file have been removed and destroyed. Copies may be found elsewhere in The National Archives.

House of Commons HANSARD, 14 March 1985, columns 439 to 443: Luton Football Match (Crowd Violence)

Department of the Environment. Football Spectator Violence: Report of an Official Working Group. HMSO.
ISBN 0 11 751749 6

Signed J. Gray Date 6/2/2014

PREM Records Team

CF

Football file 71
MCA 3/4



RW

Mr Addison

PRESIDENT: J. J. DUNNETT, M.A., (CANTAB), LL.B.

TELEPHONE
01-839-6962

WHITEHALL COURT
LONDON, SW1A 2EP

25th March, 1985.

Dear Mr. Addison

Thank you for your letter of the 19th instant.

In the meantime I understand that the Prime Minister would like me to call at 10, Downing Street on Monday next 1st April at 10.30 a.m. and I shall of course be there.

File in with
Football Crowds
and Football League

I am enclosing for your file:-

I've asked
Andrew Allberry for
their reply by Friday 29/3
of this week
Key 26/3

1. Outside page of Nottingham Evening Post dealing with "Match Mates". Very few Clubs have crowd trouble. The majority of the 92 Clubs are peaceful. Last year about 9,000 spectators were involved in incidents in 40 matches out of 2,400 where the total attendances were about 22 million.
2. Copy of Football Crowds (Control) Bill which Mr. William Whitlock, then Member for Nottingham N^oth, presented, supported by three other Members including myself. The Bill was in fact blocked by the Whips.

You can assure the Prime Minister that the Football League will take all steps to implement all practicable suggestions as to controlling crowds.

Yours Sincerely
Jack Dunnett

Jack Dunnett
President
The Football League Ltd.

1. Robin Butler,

To see. I wasn't aware before that JD had co-sponsored a Bill. I shall put the letter in to the box, with other pp, tomorrow for the Thursday meeting.

MCA 26/3

2 MCA

Match Mates



Liver op boy Ben loses his battle for life

BY POST REPORTER

BRITAIN'S youngest liver transplant patient, three-year-old Ben Hardwick, died today following a second transplant operation.

Ben, from Chessington, Surrey, received his first liver on January 23 last year after an appeal for a donor on the BBC consumer programme *That's Life*.

He was given the liver of two-year-old Nottingham boy, Matthew Fewkes, who had died after a heart and lung operation.

Today, after the second transplant had failed, *That's Life* presenter, Esther Rantzen, said: "It's the most terrible news."

Second operation

"I didn't know he was in hospital but I know his liver was not a perfect match and that it was on the cards he would have a second operation."

Esther said everyone connected with Ben Hardwick had been hopeful because "he was such a strong little boy and still growing".

Continued on Page Three

Peace — fans show the way

YOUNG supporters of Notts County and Wolverhampton Wanderers pictured together at the start of a special day which the rest of the soccer nation was watching.

It was the day an imaginative scheme called Match Mates was put to its pilot test.

And violent scenes like those which shocked the country at Luton recently were a million miles away.

Together

With the full backing and working co-operation of Nottingham City and Notts County Councils, the scheme is being championed by Notts County Chairman, Mr Jack Dunnett, who is President of the Football League.

The idea is to bring young supporters of home and away teams together on match days.

One hundred young fans from each club today went on a tour of the Notts

ground and had lunch together before leaving in four groups — each group having a mixture of Notts and Wolves fans — on coach trips which took in Wollaton Park, the Castle, Robin Hood's statue and other Nottingham sights.

There was also a five-a-side match played

A crowd of 7,249 was at Forest's City Ground last night for an England v Scotland under 15 international. And what a game it turned out to be. Full report Back page.

between teams selected from both sets of supporters. Then, at this afternoon's vital match between Notts and Wolves, they all watched the action side by side in the *Evening Post* Junior Magpies' enclosure.

Said former Labour MP, Mr Dunnett: "We have great hopes for this scheme."

"We want to prove that by no means all youngsters who go to football

matches want to be kicking lumps out of each other.

"These young people are the supporters of the future — and we hope that if Match Mates schemes catch on throughout the country a new generation of supporters who don't want to know about trouble will grow up."

Families

Early next month Mr Dunnett is going to 10 Downing Street at the Prime Minister's request to discuss the problem of soccer violence.

And he'll be taking today's issue of the *Evening Post* with him to prove to Mrs Thatcher that many clubs are already tackling the problem by attracting families back to our national game.

Both Nottingham clubs can be proud of their crowd behaviour records.

And the *POST* is proud to prove the point to Mrs Thatcher.

Burton's \$2.7m will



ACTOR Richard Burton left about 2.7m dollars in his will, mostly to fourth wife, Sally. It was revealed today. See Page Three.

WEATHER

FORECAST for Nottinghamshire until Sun tomorrow. A good deal of cloud this afternoon, and although dry at times, there will be some rain. Not too cold, maximum temperature 7C (45F) with only a light northerly breeze. Little change tonight with further showers and quite misty. Frost is unlikely.

Lighting up times today: 6.52pm to 5.30am; tomorrow: 6.54pm to 5.27am.

Sunrise today: 6.02am; sunset: 6.22pm. Sunrise tomorrow: 6am; sunset: 6.24pm.

☉ Outlook and weather world-wide: Page Three

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- Crossword P2
- Readers' letters P4
- Births, marriages and deaths P12
- Word Game P2

J.K.WOOLS
437 BEECHDALE ROAD, ASPLEY NOTTINGHAM, TEL. NOTTM. 291652
MON, TUE, WED, THU, FRI 9.30-5.30, SAT 9.15-5.30, CLOSED THURS ALL DAY

J.K.WOOLS...
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<p>MAYFIELD "PRETTY COTTON" Rec. Price 99p Our Price 79p All colours in stock</p>	<p>PATONS "COTTON SOFT" Rec. Price 89p Our Price 69p 20cm ball, all colours in stock</p>
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Football Crowds (Control) Bill

ARRANGEMENT OF CLAUSES

1. Designation of sports grounds and sporting events.
2. Alcohol on vehicle travelling to or from sporting event.
3. Liability of vehicle operator and his employees and agents.
4. Defences in connection with carriage of alcohol.
5. Possession of container at sporting event.
6. Possession of alcohol at sporting event.
7. Drunkenness at sporting event.
8. Police powers of enforcement.
9. Presumption as to contents of container.
10. Interpretation.
11. Exclusion orders.
12. Penalty for non-compliance with exclusion order.
13. Expulsion of excluded persons.
14. Notification to Football League etc. of exclusion orders.
15. Hours of attendance at attendance centres.
16. Short title and extent.

A
B I L L

TO

Make further provision for the control of spectators at association football matches; and for connected purposes. A.D. 1981

BE IT ENACTED by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

- 5 1.—(1) The Secretary of State may for the purposes of this Act by order designate—
- (a) a sports ground where professional association football is played;
- (b) a sporting event, or a class of sporting event, at that ground.
- 10

Designation of sports grounds and sporting events.

(2) The power to make an order under subsection (1) above shall be exercisable by statutory instrument which shall be subject to annulment in pursuance of a resolution of either House of Parliament.

- 15 2. Where a public service vehicle is being operated for the principal purpose of conveying passengers to or from a designated sporting event, then—
- (a) any person in possession of alcohol on the vehicle shall be guilty of an offence and liable on summary conviction to imprisonment for a period not exceeding 60 days or a fine not exceeding £200 or both;
- 20

Alcohol on vehicle travelling to or from sporting event

(b) if alcohol is being carried on the vehicle and the vehicle is on hire to a person, he shall, subject to section 4 of this Act, be guilty of an offence and liable on summary conviction to a fine not exceeding £200; and

(c) any person who is drunk on the vehicle shall be guilty of an offence and liable on summary conviction to a fine not exceeding £50. 5

Liability of vehicle operator and his employees and agents.

3. Subject to section 4 of this Act, if the operator of a public service vehicle which is being operated as mentioned in section 2 of this Act, either by himself or by his employee or agent, permits alcohol to be carried on the vehicle, the operator and, as the case may be, the employee or agent shall be guilty of an offence and liable on summary conviction to a fine not exceeding £200. 10

Defences in connection with carriage of alcohol.

4. Where a person is charged with an offence under section 2(b) or 3 of this Act, it shall be a defence for him to prove that the alcohol was carried on the vehicle without his consent or connivance and that he did all he reasonably could to prevent such carriage. 15

Possession of container at sporting event.

5.—(1) Any person who—

(a) is in possession of a controlled container in; or 20

(b) while in possession of a controlled container, attempts to enter,

the relevant area of a designated sports ground at any time during the period of a designated sporting event, shall be guilty of an offence and liable on summary conviction to imprisonment for a period not exceeding 60 days or to a fine not exceeding £200 or both. 25

(2) In subsection (1) above, the term "controlled container" means any bottle, can or other portable container, whether open or sealed, which is, or was in its original manufactured state, capable of containing liquid and is made from such material or is of such construction, or is so adapted, that if it were thrown at or propelled against a person it would be capable of causing some injury to that person; but the term does not include a container holding a medicinal product for a medicinal purpose. 35

(3) In subsection (2) above, "medicinal product" and "medicinal purpose" have the meanings assigned to those terms by section 130 of the Medicines Act 1968.

1968 c. 67.

Possession of alcohol at sporting event.

6. Any person who while in possession of alcohol, attempts to enter the relevant area of a designated sports ground at any time during the period of a designated sporting event, shall be guilty of an offence and liable on summary conviction to imprisonment for a period not exceeding 60 days or to a fine not exceeding £200 or both. 40

7. Any person who—

(a) is drunk in; or

(b) while drunk, attempts to enter,

Drunkenness
at sporting
event.

5 the relevant area of a designated sports ground at any time during the period of a designated sporting event shall be guilty of an offence and liable on summary conviction to a fine not exceeding £50.

8. For the purpose of enforcing the provisions of this Act, a constable shall have the power without warrant—

Police
powers of
enforcement.

10 (a) to enter a designated sports ground at any time during the period of a designated sporting event;

(b) to search a person who he has reasonable grounds to suspect is committing or has committed an offence under this Act;

15 (c) to stop and search a vehicle where he has reasonable grounds to suspect that an offence under sections 2 or 3 of this Act is being or has been committed;

(d) to arrest a person who he has reasonable grounds to suspect is committing or has committed an offence under this Act;

20 (e) to seize and detain—

(i) with its contents (if any), a controlled container as defined in section 5(2) of this Act; or

25 (ii) with its contents, any other container if he has reasonable grounds to suspect that those contents are or include alcohol.

9. For the purposes of any trial in connection with an alleged contravention of any provision of this Part of this Act, any liquid contained in a container (sealed or open) shall be presumed to conform to the description of the liquid on the container.

Presumption
as to contents
of container.

10. In this Act, unless the context otherwise requires—

Interpretation.

“advertised” means announced in any written or printed document or in any broadcast announcement;

35 “alcohol” means alcoholic liquor as defined in the Licensing Acts;

“designated” means designated by the Secretary of State by order under section 1 of this Act;

40 “period of a designated sporting event” means the period commencing two hours before the start and ending one hour after the end of a designated sporting event, except that where the event is advertised as to start at

a particular time but is delayed or postponed it includes, and where for any reason an event does not take place it means, the period commencing two hours before and ending one hour after that particular time;

1980 c. 34.

“public service vehicle” has the like meaning as in Part I 5 of the Transport Act 1980 and “operator” in relation to such a vehicle means—

(a) the driver if he owns the vehicle; and

(b) in any other case the person for whom the driver works (whether under a Contract of Employ- 10 ment or any other description of contract personally to do work);

“relevant area” means any part of a sports ground—

(a) to which spectators attending a designated sporting event are granted access on payment; or 15

(b) from which a designated sporting event may be viewed directly;

“sporting event” means any physical competitive activity at a sports ground, and includes any such activity which has been advertised as to, but does not take place; and 20

“sports ground” means any place whatsoever which is designed, or is capable of being adapted for the holding of sporting events in respect of which spectators are accommodated.

Exclusion orders.

11.—(1) Where a court by or before which a person is con- 25 victed of an offence committed at a sporting event or in the immediate vicinity of a designated sports ground, the court may subject to subsection (2) below, make an order (in this Act referred to as an “exclusion order”) prohibiting him from entering any designated sports ground for a period not exceeding 30 12 months.

(2) An exclusion order may be made either—

(a) in addition to any sentence which is imposed in respect of the offence of which the person is convicted; or

(b) in addition to a probation order or an order discharging 35 him absolutely or conditionally.

(3) An exclusion order shall have effect for such period, being not less than three months or more than two years, as is specified in the order, unless it is terminated under section 12(2) below.

Penalty for non-compliance with exclusion order.

12.—(1) A person who enters any designated sports ground 40 in breach of an exclusion order shall be guilty of an offence and shall be liable on summary conviction to a fine not exceeding

£200 or to imprisonment for a term not exceeding one month or both.

(2) The court by which a person is convicted of an offence under subsection (1) above shall consider whether or not the exclusion order should continue in force, and may, if it thinks fit, by order terminate the exclusion order or vary it by deleting the name of any specified designated sports ground but an exclusion order shall not otherwise be affected by a person's conviction for such an offence.

10 13. Without prejudice to any other right to expel a person from a designated sports ground, a party being concerned in the management of a designated sports ground or his servant or agent may expel from the designated sports ground any person who has entered or whom he reasonably suspects of having entered the designated sports ground in breach of an exclusion order; and a constable shall on the demand of such party or his servant or agent help to expel from the designated sports ground any person whom the constable reasonably suspects of having entered in breach of an exclusion order.

20 14. Where a court makes an exclusion order or an order terminating or varying an exclusion order, the Clerk of the Court, or the appropriate officer of the Crown Court, as the case may be, shall send a copy of the order to the Secretary of the Football League Limited at its registered office for the time being and to any other organisation that may be appropriate.

15. Where a court of summary jurisdiction has under section 19 of the Criminal Justice Act 1948 made an order for an offender convicted of an offence involving violence in or in the vicinity of a designated sports ground to attend at an attendance centre the hours of attendance prescribed by the court shall coincide with the hours during which Football League or Football Association Cup matches are to be played for the period of the sentence in a radius of 10 miles from where the offender lives.

35 16. (1) This Act shall be cited as the Football Crowds (Control) Act 1981.

(2) This Act shall not extend to Scotland or to Northern Ireland.

Football Crowds (Control)

A

B I L L

To make further provision for the control of crowds at association football matches; and for connected purposes.

*Presented by Mr. William Whitlock
supported by
Mr. Jack Dunnett, Mr. John Farr and
Mr. Tom Bratley*

*Ordered, by The House of Commons,
to be Printed, 14 January 1981*

LONDON
Printed and published by
Her Majesty's Stationery Office
Printed in England at St Stephen's
Parliamentary Press

£1.10 net

[Bill 42]

(51731)

48/2

ISBN 0 10 304281 4

No Ack



cc Mr. Watney Booth
DOE
B1
G E

PRESIDENT: J. J. DUNNETT, M.A., (CANTAB), LL.B.

TELEPHONE
01-839-6962

WHITEHALL COURT
LONDON, SW1A 2EP

25th March, 1985.

Dear Mr. Addison

Thank you for your letter of the 19th instant.

In the meantime I understand that the Prime Minister would like me to call at 10, Downing Street on Monday next 1st April at 10.30 a.m. and I shall of course be there.

Meeting with
Football Assoc
and Football League

I've asked
Andrew Allberry for
their reply by Friday 29/3
of this week.
Key 26/3

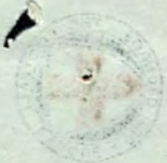
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2. Copy of Football Crowds (Control) Bill which Mr. William Whitlock, then Member for Nottingham Neth, presented, supported by three other Members including myself. The Bill was in fact blocked by the Whips.

You can assure the Prime Minister that the Football League will take all steps to implement all practicable suggestions as to controlling crowds.

Yours Sincerely
Jack Dunnett

Jack Dunnett
President
The Football League Ltd.



26 MAR 1985

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Football Crowds (Control) Bill

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- (a) a sports ground where professional association football is played;
- (b) a sporting event, or a class of sporting event, at that
- 10 ground.
- (2) The power to make an order under subsection (1) above shall be exercisable by statutory instrument which shall be subject to annulment in pursuance of a resolution of either House of Parliament.
- 15 2. Where a public service vehicle is being operated for the principal purpose of conveying passengers to or from a designated sporting event, then—
- (a) any person in possession of alcohol on the vehicle shall be guilty of an offence and liable on summary conviction to imprisonment for a period not exceeding 60 days or a fine not exceeding £200 or both;
- 20

Designation of sports grounds and sporting events.

Alcohol on vehicle travelling to or from sporting event

(b) if alcohol is being carried on the vehicle and the vehicle is on hire to a person, he shall, subject to section 4 of this Act, be guilty of an offence and liable on summary conviction to a fine not exceeding £200; and

(c) any person who is drunk on the vehicle shall be guilty of an offence and liable on summary conviction to a fine not exceeding £50.

Liability of vehicle operator and his employees and agents.

3. Subject to section 4 of this Act, if the operator of a public service vehicle which is being operated as mentioned in section 2 of this Act, either by himself or by his employee or agent, permits alcohol to be carried on the vehicle, the operator and, as the case may be, the employee or agent shall be guilty of an offence and liable on summary conviction to a fine not exceeding £200.

Defences in connection with carriage of alcohol.

4. Where a person is charged with an offence under section 2(b) or 3 of this Act, it shall be a defence for him to prove that the alcohol was carried on the vehicle without his consent or connivance and that he did all he reasonably could to prevent such carriage.

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5.—(1) Any person who—

(a) is in possession of a controlled container in; or 20

(b) while in possession of a controlled container, attempts to enter,

the relevant area of a designated sports ground at any time during the period of a designated sporting event, shall be guilty of an offence and liable on summary conviction to imprisonment for a period not exceeding 60 days or to a fine not exceeding £200 or both. 25

(2) In subsection (1) above, the term “controlled container” means any bottle, can or other portable container, whether open or sealed, which is, or was in its original manufactured state, capable of containing liquid and is made from such material or is of such construction, or is so adapted, that if it were thrown at or propelled against a person it would be capable of causing some injury to that person; but the term does not include a container holding a medicinal product for a medicinal purpose. 35

(3) In subsection (2) above, “medicinal product” and “medicinal purpose” have the meanings assigned to those terms by section 130 of the Medicines Act 1968.

1968 c. 67.

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Drunkenness
at sporting
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5 during the period of a designated sporting event shall be guilty
of an offence and liable on summary conviction to a fine not
exceeding £50.

8. For the purpose of enforcing the provisions of this Act, a Police
constable shall have the power without warrant— powers of
enforcement.

- 10 (a) to enter a designated sports ground at any time during
the period of a designated sporting event;
(b) to search a person who he has reasonable grounds to
suspect is committing or has committed an offence
under this Act;
15 (c) to stop and search a vehicle where he has reasonable
grounds to suspect that an offence under sections 2 or 3
of this Act is being or has been committed;
(d) to arrest a person who he has reasonable grounds to
suspect is committing or has committed an offence
20 under this Act;
(e) to seize and detain—
(i) with its contents (if any), a controlled container
as defined in section 5(2) of this Act; or
(ii) with its contents, any other container if he has
25 reasonable grounds to suspect that those contents are
or include alcohol.

9. For the purposes of any trial in connection with an alleged
contravention of any provision of this Part of this Act, any
liquid contained in a container (sealed or open) shall be presumed
30 to conform to the description of the liquid on the container. Presumption
as to contents
of container.

10. In this Act, unless the context otherwise requires—

Interpretation.

- “advertised” means announced in any written or printed
document or in any broadcast announcement;
35 “alcohol” means alcoholic liquor as defined in the Licensing
Acts;
“designated” means designated by the Secretary of State
by order under section 1 of this Act;
40 “period of a designated sporting event” means the period
commencing two hours before the start and ending one
hour after the end of a designated sporting event,
except that where the event is advertised as to start at

a particular time but is delayed or postponed it includes, and where for any reason an event does not take place it means, the period commencing two hours before and ending one hour after that particular time;

1980 c. 34.

“public service vehicle” has the like meaning as in Part I 5 of the Transport Act 1980 and “operator” in relation to such a vehicle means—

(a) the driver if he owns the vehicle; and

(b) in any other case the person for whom the driver works (whether under a Contract of Employ- 10 ment or any other description of contract personally to do work);

“relevant area” means any part of a sports ground—

(a) to which spectators attending a designated sporting event are granted access on payment; or 15

(b) from which a designated sporting event may be viewed directly;

“sporting event” means any physical competitive activity at a sports ground, and includes any such activity which has been advertised as to, but does not take place; and 20

“sports ground” means any place whatsoever which is designed, or is capable of being adapted for the holding of sporting events in respect of which spectators are accommodated.

Exclusion orders.

11.—(1) Where a court by or before which a person is con- 25 victed of an offence committed at a sporting event or in the immediate vicinity of a designated sports ground, the court may subject to subsection (2) below, make an order (in this Act referred to as an “exclusion order”) prohibiting him from entering any designated sports ground for a period not exceeding 30 12 months.

(2) An exclusion order may be made either—

(a) in addition to any sentence which is imposed in respect of the offence of which the person is convicted; or

(b) in addition to a probation order or an order discharging 35 him absolutely or conditionally.

(3) An exclusion order shall have effect for such period, being not less than three months or more than two years, as is specified in the order, unless it is terminated under section 12(2) below.

Penalty for non-compliance with exclusion order.

12.—(1) A person who enters any designated sports ground 40 in breach of an exclusion order shall be guilty of an offence and shall be liable on summary conviction to a fine not exceeding

£200 or to imprisonment for a term not exceeding one month or both.

(2) The court by which a person is convicted of an offence under subsection (1) above shall consider whether or not the exclusion order should continue in force, and may, if it thinks fit, by order terminate the exclusion order or vary it by deleting the name of any specified designated sports ground but an exclusion order shall not otherwise be affected by a person's conviction for such an offence.

10 13. Without prejudice to any other right to expel a person Expulsion from a designated sports ground, a party being concerned in the management of a designated sports ground or his servant or agent may expel from the designated sports ground any person who has entered or whom he reasonably suspects of having entered the designated sports ground in breach of an exclusion order; and a constable shall on the demand of such party or his servant or agent help to expel from the designated sports ground any person whom the constable reasonably suspects of having entered in breach of an exclusion order. of excluded persons.

20 14. Where a court makes an exclusion order or an order terminating or varying an exclusion order, the Clerk of the Court, or the appropriate officer of the Crown Court, as the case may be, shall send a copy of the order to the Secretary of the Football League Limited at its registered office for the time being and to any other organisation that may be appropriate. Notification to Football League etc. of exclusion orders.

15. Where a court of summary jurisdiction has under section 19 of the Criminal Justice Act 1948 made an order for an offender convicted of an offence involving violence in or in the vicinity of a designated sports ground to attend at an attendance centre the hours of attendance prescribed by the court shall coincide with the hours during which Football League or Football Association Cup matches are to be played for the period of the sentence in a radius of 10 miles from where the offender lives. Hours of attendance at attendance centres. 1948 c. 58.

16. (1) This Act shall be cited as the Football Crowds Short title and extent.
35 (Control) Act 1981.

(2) This Act shall not extend to Scotland or to Northern Ireland.

Football Crowds (Control)

A

B I L L

To make further provision for the control
of crowds at association football
matches; and for connected purposes.

*Presented by Mr. William Whitlock
supported by
Mr. Jack Dunnett, Mr. John Farr and
Mr. Tom Bradley*

*Ordered, by The House of Commons,
to be Printed, 14 January 1981*

LONDON
Printed and published by
Her Majesty's Stationery Office
Printed in England at St Stephen's
Parliamentary Press

£1.10 net

[Bill 42]

(51731)

48/2

ISBN 0 10 304281 4

Match Mates



Liver op boy Ben loses his battle for life

BY POST REPORTER

BRITAIN'S youngest liver transplant patient, three-year-old Ben Hardwick, died today following a second transplant operation.

Ben, from Chessington, Surrey, received his first liver on January 23 last year after an appeal for a donor on the BBC consumer programme *That's Life*.

He was given the liver of two-year-old Nottingham boy, Matthew Fewkes, who had died after a heart and lung operation.

Today, after the second transplant had failed, *That's Life* presenter, Esther Rantzen, said: "It's the most terrible news."

Second operation

"I didn't know he was in hospital but I know his liver was not a perfect match and that it was on the cards he would have a second operation."

Esther said everyone connected with Ben Hardwick had been hopeful because "he was such a strong little boy and still growing".

Continued on Page Three

Peace — fans show the way

YOUNG supporters of Notts County and Wolverhampton Wanderers pictured together at the start of a special day which the rest of the soccer nation was watching.

It was the day an imaginative scheme called Match Mates was put to its pilot test.

And violent scenes like those which shocked the country at Luton recently were a million miles away.

Together

With the full backing and working co-operation of Nottingham City and Notts County Councils, the scheme is being championed by Notts County Chairman, Mr Jack Dunnett, who is President of the Football League.

The idea is to bring young supporters of home and away teams together on match days.

One hundred young fans from each club today went on a tour of the Notts

ground and had lunch together before leaving in four groups — each group having a mixture of Notts and Wolves fans — on coach trips which took in Wollaton Park, the Castle, Robin Hood's statue and other Nottingham sights.

There was also a five-a-side match played

A crowd of 7,249 was at Forest's City Ground last night for an England v Scotland under 15 international. And what a game it turned out to be. Full report Back page.

between teams selected from both sets of supporters. Then, at this afternoon's vital match between Notts and Wolves, they all watched the action side by side in the *Evening Post* Junior Magpies' enclosure.

Said former Labour MP, Mr Dunnett: "We have great hopes for this scheme."

"We want to prove that by no means all youngsters who go to football

matches want to be kicking lumps out of each other.

"These young people are the supporters of the future — and we hope that if Match Mates schemes catch on throughout the country a new generation of supporters who don't want to know about trouble will grow up."

Families

Early next month Mr Dunnett is going to 10 Downing Street at the Prime Minister's request to discuss the problem of soccer violence.

And he'll be taking today's issue of the *Evening Post* with him to prove to Mrs Thatcher that many clubs are already tackling the problem by attracting families back to our national game.

Both Nottingham clubs can be proud of their crowd behaviour records.

And the *POST* is proud to have the point to Mrs Thatcher.

Burton's \$2.7m will



ACTOR Richard Burton left about 2.7m dollars in his will, mostly to fourth wife, Sally, it was revealed today. See Page Three.

WEATHER

FORECAST for Nottinghamshire until 9am tomorrow: A good deal of cloud this afternoon, and although dry at times, there will be some rain. Not too cold, maximum temperature 7C (45F) with only a light northerly breeze. Little change tonight with further showers and quite misty. Frost is unlikely.

Lighting up times today: 6.52pm to 5.30am; tomorrow: 6.54pm to 5.27am.

Sunrise today: 6.02am; sunset: 6.22pm. Sunrise tomorrow: 6am; sunset: 6.24pm.

● Outlook and weather world-wide: Page Three

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- Word Game P2

J.K.WOOLS

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HAYFIELD "PRETTY COTTON" Rec. Price 95p Our Price 79p All colours in stock	PATONS "COTTON SOFT" Rec. Price 89p Our Price 69p 50gm. ball, all colours in stock
ARGYLL "COTTON ON" Rec. Price £1.45 per ball Our Price £1.29 per ball	HAYFIELD "HAWAII DK" Rec. Price £1.12 Our Price 88p 50 gram ball

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PRIME MINISTER

22 March 1985

FOOTBALL HOOLIGANS

A. Conduct Abroad/International Matches

Some European countries send back our hooligans (eg Luxembourg). Others punish them sharply (eg Germany - Munich court imposed up to six month sentences). The only British extra territorial offences so far in existence cover Piracy, Murder, or some Conspiracy, Hijacking of Aircraft and some Terrorist Offences - not Hooligans.

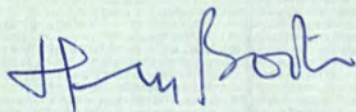
For some time the Home Office have resisted extra-territorial offences because of the expense and difficulty in bringing over witnesses.

If you felt the public wanted more extra-territorial jurisdiction a European Convention could be negotiated. (Foreign witnesses are unlikely to come unless there was international law to bring them).

We recommend you take this option further.

B. Alcohol - The Evidence/Luton

Attached is the St John's Ambulance report.



HARTLEY BOOTH

ST. JOHN AMBULANCE - SOUTH BEDFORDSHIRE

REPORT ON LUTON TOWN FOOTBALL MATCH
WEDNESDAY 13th. MARCH - LUTON v MILLWALL

Members on Duty: Area Supt. (A) Area Supt. (N)
 1 Div. Officer 13 Amb. Members
 6 Nursing Members 3 Cadets

Number of Casualties Treated: Approx. 35+

A large proportion of these were hospital cases.

There were many more than this but the County Ambulance Service were also there in force including 6 ambulances from Bedford.

Typical Types of Injury:

Various stages of unconsciousness from blows to the head.

Deep cuts requiring stitches - mainly on faces and heads.

Bruising to legs from kicks and iron bars - mainly on policemen.

Fractured cheek bone - policeman

Majority of patients were extremely frightened and required a lot of reassurance.

Diagnosis was in many cases hindered due to the large amounts of alcohol consumed.

St. John Members Hurt;

1 fractured wrist.

1 injured back from being kicked.

Several nursing members had bottles thrown at them but fortunately escaped with only their hats being knocked or kicked off.

On several occasions the order was given for all St. John members to retreat to the first aid room for safety.

Several members were thanked personally by the Police for their efforts in helping fellow Police colleagues.

One St. John member from London heard the report on the radio and stopped at the ground to give assistance (after first asking permission to come on duty). Unfortunately we were unable to get his name.



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

B

My ref:

Your ref:

E A Croker Esq
General Secretary
The Football Association
16 Lancaster Gate
LONDON
W2 3LW

22 March 1985

Dear Mr Croker,

FOOTBALL SPECTATOR VIOLENCE

Thank you for your letter of 20 March, which the Prime Minister, other colleagues and I will be studying carefully.

I am grateful for the helpful information which your letter supplies; but, whilst mentioning possible options, it does not appear to answer my specific request about what action the Football Association intends to take to deal with those clubs whose supporters have a history of violence. The Prime Minister is seeking specific measures to counter spectator violence and I am sure that this is what she will wish to discuss when she meets you.

I must also make a further formal request to you to change the date of England v Scotland match currently scheduled for Bank Holiday Saturday 25 May. The Government is extremely concerned that the current timing of this fixture increases the risk of disorder and this is something which the Prime Minister is also likely to raise with you.

Yours Sincerely,

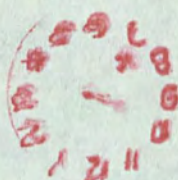
Philip Digby

PP NEIL MACFARLANE

(Approved by the Minister and signed in his absence)

Blind copies to:
Psl Secretary of State
Robin Butler.

HOME AFFAIRS: Football violence: Dec 1981



22 MAR 1985



10 DOWNING STREET

From the Principal Private Secretary

21 March, 1985

Dear Andrew,

Football Spectator Violence: Next Steps

BF // We have provisionally arranged a further meeting of Ministers after Cabinet on Thursday, 28 March to discuss the proposals to be prepared as a result of the Ministers' meeting this morning and recorded in my enclosed letter. It would be helpful if further papers for this meeting could be circulated by close of play on Tuesday, 26 March.

It is envisaged that Ministers will meet representatives of the Football Association and the Football League at 1100 hours at 10 Downing Street on Monday, 1 April, and I understand Phil Dykins (office of the Minister for Sport) has made provisional arrangements with the football authorities on this basis.

I am copying this letter to Rachel Lomax (H.M. Treasury), Len Appleyard (Foreign and Commonwealth Office), Hugh Taylor (Home Office), John Graham (Scottish Office), Richard Allan (Department of Transport), Phil Dykins (Department of the Environment) and Richard Hatfield (Cabinet Office).

Yours sincerely,

Robin Butler

Andrew Allberry, Esq.,
Department of the Environment

JE SLH
c John Ledwood
Hawley BOSTE



10 DOWNING STREET

From the Principal Private Secretary

21 March 1985

Dear Andrew,

Football Spectator Violence

The Prime Minister held a meeting this morning with the Home Secretary, Secretary of State for the Environment, Secretary of State for Scotland, Secretary of State for Transport and the Minister for Sport about football hooliganism.

The Minister for Sport said that he had just received the report of the Football Association requested by the Prime Minister on 14 March. It was an unsatisfactory document, and he would be telling the Football Association so. It made the interesting point that there was no limit to the punishment that could be imposed on clubs found guilty of misconduct by the Commission, but the defence of "reasonable precautions" had had the result that few clubs had been found guilty. It was, of course, open to the Football Association to change their rules.

The Prime Minister said that the contacts which she had had with leading figures in football had supported the view that decisive action was necessary and expected. In discussion of the proposals in the papers before Ministers, the following points were made:-

- (i) A special offence for misbehaviour The Secretary of State for the Environment said that the police had a problem in securing evidence of an established offence, since their first priority was to maintain control. It had been suggested to him that a new offence of "tumultuous behaviour" might enable police action to be more effective by making it an offence simply to be part of a disorderly group. The Home Secretary said that people taking part in such activities could be charged with threatening behaviour. His advice was that there was no shortage of offences on which the police could make charges, and his public order review would increase the police's powers in dealing with disorderly crowds. He recognised however that the police could be urged to deploy specific effort in obtaining evidence and he had asked the Association of Chief Police Officers to assist in this. Evidence collected by closed

circuit television could be used and the suggestion that the Football Trust might assist in providing closed circuit television as a priority in problem grounds was helpful. He was also considering an approach to the Magistrates Association to encourage the imposition of non-attendance at matches as a condition of bail and the greater use of attendance centres.

(ii) Safety of Sports Ground Act The Home Secretary said that all First and Second Division clubs had been designated under the Safety of Sports Ground Act since 1979: he had powers to designate all Third and Fourth Division clubs, and this could provide a useful lever in ensuring that adequate precautions, such as perimeter fencing, were provided. Guidelines on the terms and conditions imposed by local authorities on sports grounds were issued by the Home Office and it was open to him as Home Secretary to take account of any history of crowd disorder. He would re-examine the guidelines with these points in mind. The Prime Minister said that it would be necessary to consider whether a power should be taken to impose sanctions on those local authorities which did not comply with the guidelines.

(iii) Alcoholism The Secretary of State for Scotland said that the opinion of the Scottish police was that alcohol was the main contributory factor to crowd violence and this ran contrary to the scepticism which had been expressed in the south. The Scottish legislation applied to designated sports grounds, and all grounds where major football events took place, including rugby grounds, had been designated. The Home Secretary said that it would be open to the Football Association now to ban the bringing of alcohol into football grounds and those who refused to comply could be charged with a breach of the peace or obstructing the police. The Prime Minister doubted whether it would be sufficient to rely on the Football Association on this matter without legislation; licensing authorities might also be asked to make it a condition of licences that alcohol was not sold within a stipulated radius of a football ground before a match.

(iv) Travel to away matches The Prime Minister said that it had been suggested to her that those clubs whose supporters had caused trouble should be banned from organising special trains or coaches for travel to away matches. It was for further consideration whether the Football Association could be relied on to impose such a ban or whether further powers would be needed. It was noted that the police had powers to stop people travelling for the purpose of taking part in an activity likely to cause a breach of the peace. The Secretary of State for Transport said that the British Rail police were not on the same radio network as the police at the destination of special trains: the Prime Minister asked the Home Secretary to look into this.

(v) Power to cancel matches It was pointed out that there was a serious risk of trouble in connection with the England versus Scotland match at Wembley on Bank Holiday Saturday, 25 May, which the Football Association had so far been unable to reschedule. This would need to be further pursued with the Football Association. Consideration would have to be given to taking powers for the police to cancel matches either on their own authority or after application to the Home Secretary; the Home Secretary commented that the police might well not wish to have such powers at this stage.

(vi) Overseas matches The Prime Minister said that it had been suggested to her that charges for offences committed overseas might be heard in British courts; but it was recognised that there would be difficulties about the provision of evidence in this respect. Further thought would need to be given to effective sanctions against misbehaviour in connection with overseas matches.

Summing up the discussion, the Prime Minister said that the Department of the Environment and the Home Office, in consultation with other Departments concerned, should work up proposals for discussion at a further meeting of Ministers as soon as possible, to be followed by a meeting with the representatives of the Football Association and the Football League. The Government could not appear to rely entirely on the Football Association and the police: they must be prepared to legislate for any additional powers which were necessary. In particular, the Home Secretary should consider further whether the police had sufficient powers to bring charges against those who took part in disorderly behaviour or trespassed on football pitches. He should also consider whether further powers were needed to oblige local authorities to enforce guidelines issued under the Safety of Sports Ground Act on local authorities; whether the Scottish legislation on alcohol should be applied in England and Wales; whether section 15(1) of the Police Act 1964 needed to be amended to enable the Chief Constable to decide how many officers to send to each match and charge appropriately; and whether further powers were needed to restrict travel or ban matches. Other points which needed to be followed up were the links between the British Transport Police and police at the destination of special trains, and the date of the England versus Scotland football match scheduled for 25 May. Finally, further consideration should be given to action against misbehaviour by British supporters overseas, and a Foreign Office Minister should be invited to the next meeting of the group.

I am copying this letter to Rachel Lomax (HM Treasury), Len Appleyard (FCO), Hugh Taylor (Home Office), John Graham (Scottish Office), Richard Allan (Department of Transport), Phil Dykins (Department of the Environment) and Richard Hatfield (Cabinet Office).

Yours sincerely,

Andrew Allberry, Esq.,
Department of the Environment.

Robin Butler

THE FOOTBALL ASSOCIATION

LIMITED

Patron: HER MAJESTY THE QUEEN
President: H.R.H. THE DUKE OF KENT
Chairman: F.A. MILLICHIP

General Secretary:
E.A. CROKER



Phone: 01-262 4542/402 7151
Telex: 261110

16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/PFS/239

Your Ref:

20th March 1985.

BY HAND

Mr. N. Macfarlane, M.P.,
Minister for Sport,
2 Marsham Street,
London, S.W.1.

Dear Neil,

FOOTBALL SPECTATOR VIOLENCE

The Football Association submits herewith a report in response to the request made by the Prime Minister on 14th March 1985.

The request specifically asks for details of what action The Football Association intends to take to deal with those Clubs some of whose followers have a history of violence.

In submitting this report, we must make it clear that this can do no more than scratch the surface of this problem. Whilst we have not been asked to submit written details of the actions that we believe should be taken that are outside the control of The Football Association and are the responsibility of Her Majesty's Government, the Home Office, the Foreign Office, the Police, the Magistrates and the Transport Authorities, we look forward to the opportunity of referring to these other aspects of this subject when we meet.

The powers of The Football Association are set out in the Rules of the Association. Changes to these Rules must be approved by a three-quarters majority at an Annual or Extraordinary General Meeting. The action taken against a Club following crowd trouble is invariably based on Rule 31 (Appendix 1). There is no limit to the punishment that may be imposed so that the Commission has freedom in this respect.

Contd...-

Mr. N. Macfarlane, M.P.

20th March 1985.

The words "reasonable precautions to be taken" referring to items under Rule 31(a) have meant that, assuming Clubs had taken reasonable precautions, they could not be found guilty. When these words were originally introduced, about six years ago, it was still a fact that there were usually some reasonable measures that the Club could have taken and, therefore, guilty verdicts were quite common. Since then, through the implementation of the Safety of Sports Grounds Act and the instructions to Clubs issued by The Football Association - some mandatory, some recommendations - it has been found increasingly difficult to prove negligence.

← The next step would be to re-word the Rule, so that a Club could be punished for crowd troubles, particularly persistent crowd troubles, irrespective of what action the Club had taken to avoid such incidents. Such vicarious responsibility would be in line with the disciplinary procedures within the European Football Federation and attached herewith is a copy of the wording in the "UEFA Catalogue of Disciplinary Sanctions" (Appendix 2).

Football League Clubs, with the assistance of The Football Trust, have spent millions of pounds in recent years to conform to the Safety of Sports Grounds Bill and all First and Second Division Clubs are now designated and required to conform. Because in the years since this Act was introduced many Clubs have been relegated from the Second Division to the Third and they remain designated, it is likely that about 50 of the 92 League Clubs have been compelled to come into line.

The instructions issued to Clubs at the start of this season and the previous two years (Appendix 3) set out mandatory and recommended regulations in the organisation of matches. This memorandum was prepared following meetings of the Liaison Committee, which includes representatives of the Home Office, the Foreign Office, the Department of Environment and Transport Authorities. These instructions could be looked at again to examine whether recommendations could become mandatory, although it is extremely difficult when legislating for Clubs averaging less than 2,000 spectators per match and others averaging in excess of 30,000 per match. The other variables of ground location, match importance, and proximity of visiting team, means that no two matches are alike.

A reminder to Clubs that their responsibilities extended to away matches was sent on 15th February 1985 (Appendix 4). Typical Club responses are also attached to Appendix 4, where they stress the difficulties of exercising control in an away match and show their concern about crowd troubles.

Contd...-

Mr. N. Macfarlane, M.P.

20th March 1985.

The Liaison Committee, of which Mr. Millichip is Chairman, will continue to review at regular intervals the precautions to be taken at matches.

← More Closed Circuit Television is needed, but this is very expensive. The Football Trust have assisted in the installation of static and mobile units and we place considerable importance upon this method of identification in crowd control.

← There is no national identity card system that would work for say 800,000 supporters. We do support effective membership schemes that are carried out by individual Clubs, but do not consider it possible to legislate for all 92 Clubs.

Potential problem matches to be all ticket, with or without allocation to visiting Clubs and with no ticket sales on the day of the match and this to be rigidly enforced by the police.

The most serious recent offences have involved breaking seats and throwing pieces into the crowd or onto the pitch and, secondly, crowds invading the pitch. The measures to stop this could be stronger seats, if possible, and higher and stronger fences.

← One of the problems in maintaining crowd control at football matches is that the grounds are invariably in the worst possible position and are a product of the industrial revolution. Built in the midst of highly developed areas this was essential in the days before the modern transport systems were developed and the railways were probably the only form of transport comparable with today. Clubs have made considerable efforts to improve the stadia and facilities in recent years, but even this has not cured the major problems of the infra-structure. On the contrary, many previous halts and stations that were near grounds have been closed and the police have a difficult task of bringing crowds from stations to grounds. It is easy to say that crowds should be segregated, but when the total crowd can vary at one ground from 5,000 to 30,000 according to the importance of the match, the weather and other variables and the proportion of the visiting supporters can be anything from 2% to 3% up to 30%, segregation can prove extremely difficult. All Clubs have an area allocated suitable for the visiting supporters for the majority of matches.

Contd...-

Mr. N. Macfarlane, M.P.

20th March 1985.

In an independent report of the Chester Committee appointed by the Government to investigate football in 1968 there was a proposal for a Pools Levy as follows:-

"It would be levied on all football pools, not just those managed by the Pool Promoters Association. It would be easier and cheaper to levy than the racehorse levy for the Customs and Excise Department already have all the necessary information in collecting the levy of 25 per cent made by the Government."

At that time the tax on the football pools was 25%. Successive Governments had increased this to 40% and then in the Budget before last Sir Geoffrey Howe increased it from 40% to 42½%. With all these increases, at no time has any Government taken note of its own commissioned report that some of this money, now in excess of 200 million pounds a year tax, should be put back into football, in the same way that a proportion of racing betting tax is put back into racing.

The Football Association recently sent a written response to you following the publication of the Department of Environment Report on Football Spectator Violence and a copy is attached herewith (Appendix 5).

The problem must be kept in perspective. The Football League Clubs played 2,638 competitive matches in the 1983/84 Season. There were 11 cases of misconduct reported to The Football Association and 5 resulted in an F.A. Enquiry. In addition, there were another 14 matches where there was crowd misconduct reported in the national press. It is likely that at hundreds of other matches a small number of arrests were made. Of the 22 Clubs involved in the 11 matches, Chelsea were involved in 3, 4 Clubs were involved in 2 and 17 Clubs were involved in 1 incident. It is interesting to note, for instance, that Millwall, although involved seriously in the incident that has prompted the Government enquiry, was only involved in 1 crowd misconduct case brought to our attention in the 1983/84 Season. We believe that the number reported is unacceptable and must be reduced, but it is essential that it is kept in perspective in relation to the twenty million people who watch football matches in this country each year.

Contd...-

5.

Mr. N. Macfarlane, M.P.

20th March 1985.

In Appendix 6 we suggest other actions that need to be taken that are outside the direct control of the Football Authorities.

Yours sincerely

E.A. Croker

E.A. Croker
General Secretary

Responsibility of Associations and Clubs

31. (a) Reasonable Precautions to be Taken

(i) Every Association and Club is responsible to the Council for the conduct of its Players, Officials, Spectators and Supporters. The visiting Club shall be responsible to the Council for the conduct of its Supporters.

(ii) Clubs on whose grounds a match is played shall take all reasonable precautions to prevent Supporters and Spectators from encroaching onto the pitch and/or throwing missiles on to the pitch and/or threatening Match Officials and other Officials or Players before, during or after matches.

(iii) Associations and Clubs are required to prevent betting and the use of objectionable language by Officials, Staff, Players and Supporters.

(b) Failure to fulfil adequately the above responsibilities could lead to a charge of misconduct.

(c) Misconduct—Betting and Bribery

An Official of an Association or Club, Referee, Linesman or Player shall not bet on any Football match, and a breach of this condition is misconduct. It is misconduct for any Association or Club, or for any Official, Member or Player of any Association or Club, Referee or Linesman to offer or attempt to offer, either directly or indirectly, any consideration whatever to another Association or Club or to any Official, Member or Player of any other Association or Club, or to any Referee or Linesman with a view to influencing the result of any match.

It is misconduct for any Association or Club, or any Official, Member or Player of any Association or Club, or any Referee or Linesman to accept any such consideration.

It is misconduct for any Official, Member or Player of any Association or Club, or any Referee or Linesman to take part in Coupon Football Betting except authorised and registered Football Pools.

(d) Breach of Rule 31 (a)—Removal from Ground

In addition to any other punishment that may be imposed for a breach of this Rule, any Player, Official or spectator may be removed from any ground, and such force used as may be necessary for the purpose of effecting such removal.



UEFA Catalogue of Disciplinary Sanctions

I. Provisions in the Statutes and Regulations

National Associations, clubs, their players, officials and members and any person fulfilling a mission at a match on behalf of an Association or club shall conduct themselves in accordance with the principles of loyalty, integrity and the sporting spirit.

In conformity with Article 14 of the Statutes of UEFA the Control and Disciplinary Committee appointed by the Executive Committee, shall be competent to take disciplinary and other measures against them in case of violation of the Regulations or misconduct and all kinds of incidents. National Associations shall undertake to ensure that the decisions of the Control and Disciplinary Committee are carried out.

National Associations and clubs are responsible for the behaviour of their players, officials, members and supporters and of any person fulfilling a mission at a match on behalf of an Association or club. The organizing Association or club shall be responsible for order and security before, during and after the match. It may be called to account for all kinds of incidents, and may be subject to disciplinary and other measures.

II. Disciplinary sanctions

The disciplinary sanctions of UEFA against National Associations and clubs are:

- a) to caution
- b) to censure
- c) to fine
- d) to annul matches and possibly to order matches to be replayed
- e) to deduct or completely annul points in Competitions
- f) to declare matches forfeit
- g) to close stadia
- h) to order matches to be played behind closed doors
- i) to order matches to be played in neutral countries
- k) exclude from the present and/or from future Competitions

The individual penalties may be combined.

In case of forfeit, the result shall be 3:0, whereby the provision of goals scored away counting twice shall not apply. In case of greater goal difference, the result obtained on the field of play shall be valid.

The disciplinary sanctions of UEFA against physical persons are:

- a) to caution
- b) to censure
- c) to fine
- d) to suspend (for a specified number of Competition matches and/or for a specified period of time, or suspension for all official functions)
- e) to suspend for life

The individual penalties may be combined

-
3. Lack of discipline and order in a stadium or outside a stadium before, during or after a Competition match (invasion or attempted invasion of the ground by spectators, throwing of any objects, firing of crackers and rockets, other incidents).

Punishment: The Control and Disciplinary shall be competent to take disciplinary action in conformity with the provisions under item II, against the National Association or club responsible for the organization of the game, taking into consideration the seriousness of the incident, and/or of the case of repetition

MEMORANDUM TO FOOTBALL LEAGUE CLUBS REGARDING CROWD CONTROL

1. CLUBS ONLY

MANDATORY

- (a) Make adequate arrangements for segregation of rival supporters.
- (b) Detailed prior planning can solve many problems experienced both inside and outside of grounds. Clubs must, therefore, undertake detailed liaison with the Police, opposing Club, rail and coach operators and Supporters' Travel Clubs at least 10 days before a match to determine movement of spectators and arrangements. In the case of F.A. or League Cup Matches due consideration must be given, at the time of the draw, to possible replay arrangements.
- (c) Ensure that the terraces are kept free of objects that can be used as missiles.
- (d) Arrange where practicable, for visiting supporters to use turnstiles nearest to the coach parks.
- (e) Avoid all-night queues for tickets.

Strongly Recommended

- (f) Install double barriers and walkway systems to afford quick access to terraces should the need arise.
(MANDATORY FOR DESIGNATED CLUBS).
- (g) Take legal steps to ban known trouble-makers from the ground.
- (h) Co-operate as closely as possible with Magistrates.
- (i) Arrange for appeals for good behaviour to be made - possibly by leading players/Officials in programmes and over the public address system.

2. IN RELATION TO ALCOHOL

MANDATORY

- (a) Ensure that drinks are sold in plastic containers.

Strongly Recommended

- (b) Liaise with the Police to obtain the co-operation of publicans, off-licence proprietors and all licence holders for sale of alcohol near the ground to close at appropriate time on match days.
- (c) Restrict or, on occasion, ban the sale of alcoholic drink within the stadium, except in approved areas.

3. CLUBS WITH THE POLICEMANDATORY

- (a) Liaise with the Police to ensure proper deployment of stewards within grounds. Stewards should be properly trained and regularly briefed to ensure they are capable of working closely with Police. Stewards must be conspicuously dressed and easily identifiable.
- (b) Liaise with Police to arrange for the escort of visiting supporters from stations and coach parks to the ground and return. (See also Mandatory Recommendation 1(b)).
- (c) Arrange for Police surveillance at the turnstiles to prevent missiles and alcoholic drinks being taken into the ground.

Strongly Recommended

- (d) Liaise with Police over visits to motorway service areas by football supporters travelling to away matches.
- (e) Consider, in liaison with the Police, making potential problem games "all ticket" and give maximum publicity to the fact that tickets will not be available for purchase on the day of the match.

4. CLUBS AND SUPPORTERS' CLUBSStrongly Recommended

- (a) Arrange with official Supporters' Club and Travel Clubs that charter coaches and trains only carry non-alcoholic drinks.
- (b) Develop and maintain close relationship with Supporters' Club.
- (c) Examine from time to time the arrangements made for the sale of tickets by Supporters' and Travel Clubs.
- (d) Encourage supporters to travel to away matches in chartered stewarded, responsible groups.
- (e) Consider with Supporters' Clubs the issue of combined travel and match tickets.

E.A. Croker

E.A. Croker
General Secretary

17th August, 1983.

THE FOOTBALL ASSOCIATION

LIMITED

Appendix 4

Patron: HER MAJESTY THE QUEEN
President: H.R.H. THE DUKE OF KENT
Chairman: F.A. MILLICHP

General Secretary:
E.A. CROKER



Telegraphic Address:
FOOTBALL ASSOCIATION, LONDON, W2 3LW
Phone: 01-262 4542/402 7151
Telex: 261110

16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/jr/466

Your Ref:

15th February 1985

TO: FOOTBALL LEAGUE CLUBS

Dear Sirs,

Crowd Disorder

Our records show that in the past five Seasons reports received concerning incidents of crowd disorder within Football Grounds have shown a welcome decrease, and this trend is in no small way due to the efforts made by the Clubs themselves.

Sadly, however, serious cases continue to occur from time to time, and it is noticeable that in some of the worst instances visiting supporters have tended to be very much involved. Bearing this in mind, we would, therefore, take this opportunity to remind Clubs of the provisions of F.A. Rule 31(a)(i), which states:-

"Every Association and Club is responsible to the Council for the conduct of its Players, Officials, Spectators and Supporters. The visiting Club shall be responsible to the Council for the conduct of its Supporters."

Whether your Club is involved in a match played at "home" or "away" we trust we can continue to rely on your co-operation in efforts to overcome this particular problem.

Yours faithfully,

E.A. Croker
General Secretary



the
MANCHESTER UNITED
FOOTBALL CLUB plc
OLD TRAFFORD
MANCHESTER M16 0RA

Registered Office: Old Trafford, Manchester, M16 0RA

Registered No. 95489 England
Telegrams:
STADIUM Manchester
Telephone:
061-872 1661/2 (Office)
061-872 0199 (Ticket and
Match Enquiries)
Telex: 666564
United G

Chief Executive
C. Martin Edwards

Manager
Ron Atkinson

Secretary
Leslie Olive

Commercial Manager
John Lillie

LO/JG

20th February 1985.

Mr. E. A. Croker
General Secretary
The Football Association Ltd.
16 Lancaster Gate
London W2 3LW.

Dear Mr. Croker,

Crowd Disorder.

We have received your letter of the 15th February and understand your wish to remind clubs of their responsibilities. At the same time, we must say that we have never understood how the away club can be held responsible for the actions of its supporters at away grounds when they have no say or control on the match day arrangements. The question of segregation and police supervision is all-vital and as you know, this is dealt with by the home club.

You will be aware of the problems first-hand from the experience of England supporters at matches in Europe and we would hope that these facts are borne in mind whenever the problem arises.

With kind regards,

Yours sincerely,

L. Olive
Secretary.

Sir Matt Busby CBE
C.M. Edwards (Chairman), D.D. Haroun JP, J.G. Gulliver, R.L. Edwards, J.M. Edelson, R. Charlton CBE, E.M. Watkins



Leeds United
Association Football Club Limited

GROUND AND REGISTERED OFFICE
ELLAND ROAD · LEEDS LS11 0ES
TELEPHONE 716037 LEEDS, TELEGRAMS: FOOTBALL LEEDS

CS/2010/78/DJD/CS

22nd February 1985

Mr. E.A. Croker,
General Secretary,
The Football Association,
16, Lancaster Gate,
London.
W2 3LW

Dear Mr. Croker,

I acknowledge receipt of your letter dated 15th February 1985, regarding crowd disorder, with particular reference to Rule 31(a)(i).

Please note that Leeds United will continue to take every possible precaution at all games in which we are involved to prevent such occurrences.

If there is currently anything this Club are failing to do, or if any new information has come to light that may assist our efforts, I would be grateful if you could contact me at the earliest possible opportunity.

Assuring you of our best attention.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'D.J. Dowse'.

D.J. Dowse
Company Secretary

THE FOOTBALL ASSOCIATION

Appendix 5

LIMITED

Patron: HER MAJESTY THE QUEEN
President: H.R.H. THE DUKE OF KENT
Chairman: F.A. MILLICHP

General Secretary:
E.A. CROKER



Telegraphic Address:
FOOTBALL ASSOCIATION, LONDON, W2 3LW
Phone: 01-262 4542/402 7151
Telex: 261110

16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/JKY/396

Your Ref: 11th March, 1985.

Mr. N. Macfarlane, M.P.,
Minister for Sport,
Department of the Environment,
2, Marsham Street,
London, S.W.1.

Department of Environment Report on Football Spectator Violence

The original report was strongly criticised initially, for two main reasons. The individuals involved in preparing the Report were generally not known to the football world and certainly did not have experience of the practical aspects of the problem. Possibly for this reason many of the recommendations were naive and reflected this lack of background information.

Now, with the benefit of hindsight, I agree that the report served a purpose as it has generated discussion with many people involved. The only remaining regret is that it was circularised beyond those concerned in this country and may have given an impression to Football Authorities in Europe and FIFA of a lack of understanding among the people who are involved with the problem in England.

The meetings that have since taken place between representatives of the Department of Environment and representatives of the bodies, directly or indirectly involved with crowd control in football, with representatives of The Football Association in attendance, should enable a meaningful report to result.

Probably the most difficult problem we face, although not referred to specifically in any of the reports, is finding common denominators that take account of the varying conditions that exist within the various League Clubs, the Ground situations, the number of visiting supporters, other matches in the vicinity and the historical background of each Club.

Contd...-

2.

Mr. N. Macfarlane, M.P.

11th March, 1985.

Regrettably, but not surprisingly, no panacea to crowd problems has emerged. Virtually every suggestion put forward has been tried before. God forbid that we ever admit publicly that hooliganism will remain part of football for the foreseeable future, but I fear that that is the conclusion one must reach and therefore deterrents must be continually sought. At the recent Milk Cup Semi-Final, Chelsea v. Sunderland, nearly 40,000 supporters turned up, in spite of the record of crowd troubles at Chelsea matches and the troubles at Sunderland in the first leg.

Attached herewith are our comments on the various points dealt with at the meetings.

Please let me know if you require further information.

Yours sincerely,

E.A. Croker
General Secretary

c.c. Mr. F.A. Millichip
Mr. L.A.M. Mackay

1. Membership Cards

The Football Association questions the desirability of introducing membership cards. It appears to us that there is every possibility that the introduction of such a scheme would drive away responsible supporters and not the hooligans.

It is clear to us, regardless of whether or not membership cards are desirable, that the implementation of a national system would be totally impractical. We do not believe that a feasibility study would produce anything to alter our view on this. Focusing attention on the hooligan problem for some dubious return in PR terms seems to us to be counterproductive.

We support effective membership schemes carried out by individual clubs, but do not consider it possible to legislate for all 92 clubs.

2. Local Plans

The Football Association and The Football League have already considered the 'Local Plan' proposals at some length. Neither body felt able to support such proposals. The Football Association believes that not only does each club have problems peculiar to itself, but also each game has to be considered strictly on its merits.

3. Disciplinary Powers of The Football Association

The Football Association requires all clubs to take all reasonable precautions to control spectators and supporters, home or away. We have reminded clubs in February of this year that their responsibilities extend to those games they play away from home.

If a club is found to have taken all reasonable precautions, The Football Association cannot punish it. Nor does The Football Association have any sanction against individual members of the public.

If a club is found not to have taken reasonable precautions, then The Football Association's powers to punish are limitless.

4. Close Circuit Television

The Football Association considers the current experiments with CCTV are helpful and should be continued.

5. Football and the Community

The Football Association has, as yet, seen insufficient evidence to make a reasoned judgement on the effect of the Football and the Community programme. It is our instinctive feeling, however, that interaction between Football clubs and the communities in which they are based does contribute to the struggle against hooliganism.

6. Railway Halts/Interchanges

The improvement in access to grounds through new Railway Halts and Interchanges has proved beneficial. The Football Association hopes that The Football Trust will continue to support such schemes and that the Government will become involved with financial help.

7. Role and organisation of the Police

The Football Association believes that, with one or two rare exceptions, co-ordination between clubs and police is excellent. The FA's advisor, Sir James Starritt, will continue to monitor the situation and advise The Association accordingly.

8. British Rail/British Transport Police

The Football Association is happy that the steps taken by British Rail, British Transport Police and the clubs have contributed to a drastic reduction in the number of incidents on trains. British Rail's strong anti-alcohol stance is, in our opinion, an important element in this reduction.

9. Matches Abroad

The close liaison between The Football Association, the Department of the Environment, the Foreign and Commonwealth Office, clubs and The Association's advisor Leslie Walker should continue. It should be recognized that these efforts can be and often are undermined by the actions of travel agents and the club or country being visited. The regular meetings of the European Ministers of Sport should be used to place pressure on clubs or countries whose attitude is less than co-operative.

10. Alcohol

The Football Association believes that the consumption of alcohol on coaches should be banned. The Government should also look more closely at the effectiveness of the Scottish legislation and its relevance to England and Wales.

11. Penalties/Magistrates

The Football Association has long advocated that information about arrests, subsequent charges and punishments associated with acts of hooliganism at matches would serve a most useful aid to future crowd control. Efforts to obtain such details had invariably been unsuccessful. It is also felt that a far greater use should be made of Attendance Centres and that stiffer punishments should be imposed for acts of violence.

12. Liaison between FA and Government

The Football Association agrees that an FA/Government Liaison Group provided a useful platform for specific items to be discussed from time to time.

13. Costs of Hooliganism

It is The Association's view that the costs associated with the employment of an Overseas Liaison Officer should remain its responsibility but it is felt that, bearing in mind the massive sums accrued by the Government by way of direct and indirect taxation on the game, it would be appropriate for it to assist financially with the installation of CCTV at grounds and with the development of Railway Halts and other such improvements which would provide direct access and egress to grounds for visiting supporters and thereby assist in crowd control.

SUGGESTED ACTIONS TO BE TAKEN OUTSIDE CONTROL OF
THE FOOTBALL ASSOCIATION

1. Offenders to be charged with as serious an offence as reasonable to allow adequate punishment, or, alternatively, additional punishments to be available for lesser charges, or stricter use of punishments available already. (HOME OFFICE/POLICE/MAGISTRATES)
2. Total ban on alcohol sales at football grounds or in public areas, but allowing sales, for instance, in Private Boxes. (LICENSING AUTHORITIES OR ACT OF PARLIAMENT)
3. Reconsider excellent measures taken by the Scottish Home Office in 1980. (HOME OFFICE).
4. The Football Association to be supplied with helpful information, particularly in relation to incidents outside England (FOREIGN OFFICE/HOME OFFICE)
5. More statistics to show the age brackets of offenders and proportion of first offenders or habitual offenders. We believe that many are first offenders and this would indicate that either once they have been caught and punished they are careful not to repeat the exercise, or that the habitual offenders are getting away with it. (HOME OFFICE)
6. The Football Association have frequently requested much greater use of Attendance Centres, where offenders would be obliged to report on Saturday afternoons and evenings, when matches are played that is Tuesday or Wednesday, so that they are taken out of circulation for long periods. We have been repeatedly requesting this and have been assured, with impressive numbers, of the Centres available, but understand that most of them are limited to offenders under 17 years of age and this would preclude most of the offenders. (HOME OFFICE/MAGISTRATES)
7. Consideration to be given to greater use of community service, available already as a punishment, but we understand not with the facility to order the offender to carry out this work at specific times and obviously Saturday afternoons and Tuesday and Wednesday evenings would be essential. (HOME OFFICE)

PRIME MINISTER

FOOTBALL HOOLIGANISM

You are meeting the Environment Secretary, the Home Secretary, the Transport Secretary, the Secretary of State for Scotland and the Minister for Sport tomorrow after Cabinet.

Papers for the meeting (some of which you have seen before in connection with today's meeting with Mr. Smith) are attached as follows:-

- Flag A: the note from the Environment Secretary
- Flag B: the note from the Home Secretary
- Flag C: the Policy Unit note for today's meeting with Mr. Smith
- Flag D: the DoE report "Football Spectator Violence"
- Flag E: DoE summary of remedies proposed in the press over the last week or so
- Flag F: letter from Football League President

You will probably wish to begin the meeting by running through the main options which have been put forward. These are set out in summary form below. You will then wish to discuss the timing of the meeting with the Football Association and the Football League (Neil MacFarlane's office expect that the Association's report will arrive tomorrow morning). Finally, you will wish to discuss and agree the next steps following the meeting with the football authorities.

Options Falling Mainly to Government to Pursue

Criminal Law and its Enforcement

- a new offence (DoE seem to favour, Home Office don't)
- take steps to make serious charges stick (Home Office propose an approach to the Association of Chief Police Officers to encourage them to collect

D. R.

the required evidence)

- encourage Courts to impose sentences to keep troublemakers away (eg using attendance centres or bail conditions; Home Office are considering an approach to the Magistrates' Association)

Alcoholism

- stop alcohol consumption in grounds (Home Office think this can be done without legislation); Mr. Smith proposes restricting this ban to grounds where there has been trouble
- stop alcohol consumption on trains (Home Office think existing arrangements are adequate)
- stop alcohol consumption on coaches (Home Office propose an approach to Transport Commissioners to encourage them to tighten up on licensing)

Licensing of Clubs

- re-examine guidelines under which local authorities grant safety certificates

- full-back powers

Other suggestions

- increase police powers to move or cancel matches (DoE option)
- prevent the potential troublemakers travelling (Home Office believe existing powers are adequate eg intercepting coaches at a distance)

Options falling mainly to Football Associations to pursue

- tighten up on entry to clubs, particularly as regards

E. R.
drunkenness (DoE and Home Office option)

- improve club/police/local authority liaison so that plans are drawn up to deal with the disorder (DoE option)
- close down or suspend clubs where necessary (DoE option)

Other suggestions made by Mr. Smith

- ban organised travel to away matches for fans who have caused trouble
- extend use of closed-circuit TV in problem grounds (Football Trust to finance)
- fence in grounds (Football Trust to give priority to problem clubs)
- increase use of police dog patrols in grounds
- make encroaching on the ground a specific offence
- on international matches, introduce new offence of bringing nation into disrepute; remove passports where appropriate.

Mark Addison

Mark Addison
20 March 1985

Wh 24/12

DEPARTMENT OF THE
ENVIRONMENT
2 MARSHAM STREET
SW1P 3EB

010
Tele. [redacted]
01-212 3434



*With the Compliments of
the Private Secretary to
the Parliamentary Under Secretary of State*

A

CONFIDENTIAL

FOOTBALL SPECTATOR VIOLENCE

1. Spectator violence is confined neither to football nor to the UK; but British football has suffered consistently from crowd violence at home and abroad in the past 15-20 years, particularly in matches involving certain clubs. Currently the problem clubs are Chelsea, Millwall, Leeds, perhaps Bristol City and Portsmouth. There appears to be a particular London problem, because of the number and proximity of clubs and their rivalry, and the capital's ready access.

Present Policy

2. Whilst the major responsibility for football violence must lie with the clubs and the sport's governing body, the Football Association, Government has a role to play through its responsibility for public order, especially in the streets. Additionally, the Minister for Sport has a responsibility for assisting the well-being of a major British sport.

3. Since 1979 the Government has worked with the Football Association and the Football League on measures to prevent and reduce disorder by the clubs and the public authorities. In particular the Government has taken five specific steps, set out in Annex A together with the public order measures discussed in the Home Secretary's paper.

Role and Powers of the FA

4. The 92 professional clubs are members of the Football League but the Football Association, as the game's governing body, has responsibility for discipline. FA Rule 33 makes clubs responsible for the actions of their supporters and requires them to take "all reasonable precautions" to ensure that order is maintained. The FA has powers to impose penalties on clubs guilty of breaching this rule, following a Commission of Inquiry.

5. In practice, a succession of Commissions of Inquiry has found clubs 'not guilty' in recent years. In one case when a club was found guilty of not taking reasonable precautions (Birmingham v West Ham), the decision of the Commission was overturned on appeal. In another (Chelsea) the FA backed down when the club threatened High Court action. The Interdepartmental Report "Football Spectator Violence" (August 1984) said that the FA seemed to lack confidence in its powers. The most recent Commission of Inquiry (Chelsea v Sunderland), though concluding that ~~that~~ Chelsea were at fault and should improve certain conditions at the ground, imposed no further sanction.

6. The FA's report to the Prime Minister is expected to discuss new tougher powers. These will have to be agreed by the 100 strong Council, comprised largely of representatives of County Associations together with a few League Club representatives.

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Luton v Millwall: What went wrong?

7. A full note is at Annex B. The authorities (public and football) were unprepared. The clubs and the police planned for up to 5000 Millwall supporters but about 9000 arrived, many over 3 hours before the start of the game and already drinking. Because of overcrowding in the ground, arrangements for segregating home and away supporters broke down during the match. There is some evidence that this incident was a reaction to the earlier trouble involving Chelsea and Sunderland fans in that Millwall hooligans planned to demonstrate their "superiority" to those of Chelsea. Such plans are often discovered by the police or clubs in time for appropriate precautions to be taken; on this occasion they were not. The clubs should have made this an all-ticket match given the prestigious nature of the Cup-tie.

Future Matches

8. As the various British and European competitions draw to a close, there will still be a number of matches which present particular problems as various Cup and League competitions reach a climax. The most highly charged match now foreseeable is England v Scotland at Wembley on Bank Holiday Saturday 25 May; the Football Association has been unable to reschedule the match, despite requests from the Minister for Sport and British Rail. For such problem matches, the clubs and authorities concerned will take special precautions (see paragraph 2, Annex A).

Report on Football Spectator Violence (published August 1984)

9. Following publication of the Interdepartmental Report, with its 22 recommendations, the Minister for Sport, with the Minister of State at the Home Office (Mr Giles Shaw) and the Football Association, have held meetings with 17 interested organisations and a mass of written evidence has been submitted. We still await written contributions from the Magistrates Association. The conclusions emerging from the evidence are summarised at Annex C.

10. The Report's assessment and conclusions have not been seriously challenged. Comments received have been broadly supportive of the current policy, but seek still better preparations for matches. Many people want stiffer penalties and greater use of Attendance Centres. (14 of the 120 centres cater for the age group 17-20 years.) Many want stronger powers for football and public authorities. Several bodies argue that the problem is wider than football and requires social remedies.

New measures

11. The report and consultations need now to be examined in the light of events at Luton. There are some measures not advocated in the report which should be reconsidered:

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Government measures

a) create a new offence applicable to football hooliganism which would help the police to charge more offenders successfully. This could carry a mandatory penalty of a period in gaol or at an Attendance Centre. It may not be easy to define an offence. There is, however, a widespread feeling that football matches provide an easy opportunity for violence with little chance of being caught;

b) adopt the Scottish model of legislation banning alcohol at football grounds and on public transport to matches and refusing admission to drunken supporters. (Effectively enforced by the police and stewards, this seems to have reduced football hooliganism substantially in Scotland.)

c) contain violence more forcefully, by mass policing of problem matches (which has been shown to be effective) and by preventing away supporters travelling;

d) give statutory powers to the police to cancel or move problem matches. (At present even the clubs themselves cannot cancel a match without the approval of the Football League);

e) tackle the problem at grass roots through further inner city sport and community schemes, perhaps linked with football clubs, to set a better example to youngsters;

Football measures

f) introduce the Local Plans advocated in the Report, by which clubs would have to draw up, with local authorities and the police, firm plans to deal with crowd disorder. These might be backed up by a money bond which would be refunded only if the Plans had worked during the season;

g) restrict entry to matches to members of a supporters' club so that offenders can be barred;

h) close down clubs with a bad record, either temporarily or permanently.

Next Steps

12. The FA's contribution to the consultation on the Report is at Annex D. Their report this week in response to the Prime Minister's initiative is likely to be more positive. It will suggest how the FA's powers might be strengthened and will advocate some of the measures in paragraph 11 above.

13. At her meeting the Prime Minister will wish to encourage the FA to adopt tougher rules, as recommended in the Inter-departmental Report, and with the Football League to take firm steps to combat hooliganism on football grounds (considering the measures in paragraph 10 f to h). She may also wish the Government to undertake a further speedy examination of the measures in paragraph 11 a to e - with officials reporting urgently to the group of Ministers concerned.

STEPS TAKEN BY THE GOVERNMENT

1. In 1982, the Minister for Sport set up a Liaison Group (comprising representatives of DOE, Home Office, FCO, the Police and football authorities) to coordinate precautions against violence involving supporters of the English, Scottish and Northern Irish teams competing in the World Cup Finals in Spain. Virtually no incidents involving British fans took place. The approach is now used for all international matches in Europe involving British clubs.
2. In February 1983, the Minister for sport wrote to the President of the Football League, and through him the 92 League club chairmen, stressing the need to ensure effective segregation of opposing supporters and to undertake adequate pre-match planning, particularly for games posing a high risk of violence. This is now standard practice: the clubs and police meet before each match to agree the precautions which should be taken in the light of the particular circumstances and risk of violence posed.
3. With that letter, Mr Macfarlane circulated the "blue print" which was prepared by DOE and the football authorities, and which lists the precautions which clubs should take against spectator violence. (This is reproduced at Annex D of the report of the interdepartmental working group - "Football Spectator Violence".)
4. Following an initiative by the Minister for Sport in January 1983, the Council of Europe adopted in 1984 a Recommendation to Member States which sets out the precautions to be taken by European Governments, football and local authorities for matches in Europe. This endorsed and formalised the approach adopted during the 1982 World Cup Finals.
5. In 1984, officials of the four Departments concerned (Environment, Transport, Home Office and Foreign and Commonwealth Office) began a review for Ministers of current policy and practice. Their report - "Football Spectator Violence" - was published in August 1984 as a consultation document.

LUTON V MILLWALL (WEDNESDAY 13 MARCH 1985)

This was an important match for both clubs. It was the sixth round of the FA Cup, with a money and prestige earning place in the semi-finals for the winner. Luton Town and Millwall are in the first and third Divisions of the Football League respectively, so they are not accustomed to meeting. However, the reputation of Millwall's "followers" is well-known and the importance of the fixture should have dictated careful discussions and preparations in advance between the two clubs and with the local police and the British Transport Police. Additionally, the nasty incidents at Chelsea a few days earlier should have indicated that hooligans in the London area might be looking for another opportunity to indulge themselves.

Unfortunately, there was little time for proper and effective preparation for the match, as because of other FA Cup fixtures the date was only fixed four days beforehand.

From reports submitted by the Bedfordshire Police, the British Transport Police and also from the Minister for Sport's private discussions with the Chief Executives of the two clubs, the facts appear to be as follows. The police assigned over 200 officers to the match, the largest number for an evening game for some considerable time. When trouble began, a further 150 police were drafted in (including 50 from a neighbouring force). 63 British Transport Police Officers were on duty escorting supporters on the trains to and from St Pancras and Luton. BTP were reinforced during the afternoon and evening by 2 police Support Units from the Metropolitan Police - totalling about 30 officers - who operated in the vicinity of St Pancras station.

As early as 2.45pm Millwall supporters were reported to be causing trouble on their way across London. They began arriving at St Pancras in large numbers at around 3pm. They had obviously been drinking already and many were carrying alcohol. BTP confiscated as much of the alcohol as possible before allowing fans on to the trains. Police seeking to control the crowds were bombarded by beer cans and bottles. The Chief Constable of Bedfordshire has already commented that in his view many of the so called supporters should not have been allowed to travel to Luton from London.

The advance estimate was that some 5,000 Londoners would travel to the match, arriving from 6pm onwards. In the event, some 9,000 actually travelled; by comparison, Millwall expect to have no more than 5-5,500 at a home League match. They began to arrive in Luton from 4.30 pm and many were already drunk. Because they were early the Police were not then deployed at the Luton station or in the town, so there were some early incidents. A large number of fans went to the stadium early and broke down a turnstile in order to gain entry. It is estimated that perhaps up to 2,000 Millwall supporters gained entry to the ground in this way. As a result, their enclosure was too crowded and also there were Millwall followers scattered around the ground rather than being segregated from home supporters as was planned.

To ease the over-crowding, the police allowed some spectators on to the pitch before the match began and also again after it had started. A large number of other fans saw this as an opportunity to get on to the pitch and then in to other sections of the ground to cause trouble. The referee had to stop the game (for about 24 minutes) because of the large numbers of spectators along the touchline and even encroaching on to the playing area.

Once the game was over, Millwall fans' feelings and intentions were no doubt increased by their defeat. They again infiltrated a seating area where there were home supporters and also went on to the pitch in large numbers. At this point police on the pitch were out-numbered and the resulting scenes were seen by millions on television.

After the match, damage was caused to property in the neighbourhood of the ground and on one British Rail train.

The statistics are that 31 policemen were injured and 3 detained in hospital. There were 33 arrests, 29 of them Millwall supporters, for offences of assault, damage to property, drunkenness, public disorder and the possession of offensive weapons. Some of those charged appeared before the Magistrates the following day and these sentences were passed:-

<u>Charge</u>	<u>Sentence</u>
Threatening words and behaviour	£750 fine, £34 costs. 3 months suspended prison sentence
Threatening words and behaviour	<u>3 months at a detention centre</u>
Drunk and disorderly	£100 fine. £34 costs
Drunk and disorderly	£150 fine. £34 costs
Theft	£200 fine. £34 costs
Threatening words and behaviour	£200 fine. £34 costs
Damage to property	£250 fine. £34 costs. £45 compensation.

ANNEX C

Football Spectator Violence Review: Conclusions emerging from the oral and written evidence presented so far

GENERAL CONCLUSIONS FROM THE EVIDENCE

The broad assessment and conclusions of the Official Report have not been seriously challenged.

No new measures have been proposed other than those in the Report.

It is the general consensus that no panacea is available; that the problem is social; and that it is not going away. A clear lead is looked for from Government.

The range of measures now in use are effective but they require consistent and firm application and continuous vigilance. Careful planning and preparation, involving all interested parties, is essential.

The public may be unaware of the extent of the precautions taken and the degree of preparation that is now common; and they may not clearly perceive the dangers in some draconian measures. The Government and football authority case could perhaps be presented better.

Recent problems, and the public doubts, indicate a need for some new initiatives arising out of the Review.

SPECIFIC CONCLUSIONS FROM THE EVIDENCE

Local Plans

The clubs themselves are best able, in consultation with the relevant local authorities, to assess risks and measures of control in and around their own grounds. The measures taken must nonetheless be clearly defined. Clubs should therefore be required to prepare formal "Local Plans" in consultation with the Council, the police, transport authorities, etc. These plans should be submitted to the FA. They would need to contain some flexibility; lower-risk matches would not require the full range of preventive measures. Clubs should be ready to review and revise plans, in consultation, in the light of circumstances: but, if their preparation is undertaken with care, this should rarely be necessary. Any incidents should be assessed against the Local Plan.

Closed Circuit Television

The installation of CCTV at some grounds has been of great help in allowing police to respond quickly to outbreaks of violence within the crowds and to detect offenders. There is already evidence that the experiments currently being run, with the financial assistance of the Football Trust, merit their continuation and extension.

Membership Cards

On practical, financial and technical grounds, it does not seem likely that entry to grounds could be restricted through the introduction of a national membership card scheme. Even if such a scheme were feasible, it would be likely to deter many of the regular (well-behaved) supporters, and a significant number of casual spectators, rather than the small minority of persistent violent trouble-makers. It would be difficult to introduce in most grounds, which were built in the early years of this century.

Alcohol

The number and seriousness of incidents on trains has declined significantly since BR adopted a tougher line on the sale and carriage of alcohol. Clubs can ban alcohol from grounds but there is no hard evidence that its sale is a significant contribution to violence; more problems arise with spectators arriving drunk.

In Scotland, alcohol is banned from grounds by law; no statistical assessment has yet been made of this ban, but it is the clear perception of the Scottish police and football authorities that it has greatly reduced crowd problems.

Football and the Community

By their nature, it is not easy to tell whether efforts to create links between clubs and their local communities are effective in preventing violence. But all interested parties feel there is value in involving local supporters in the day-to-day life of the club. Schemes have been funded by the Sports Council and the Football Trust and more should be encouraged.

Policing

Effective policing is the major requirement for all clubs, matches, and incidents. Police forces should be asked to give priority to assisting clubs in the preparation of Local Plans.

Co-ordination between different forces should be reviewed.

Anecdotal evidence suggests that it is helpful if, on a regular basis, the same police officers travel with supporters to away games.

The police should treat hooliganism with the fullest possible seriousness, so that the charges made assist deterrence.

Magistrates

Magistrates should be encouraged to use the full penalties available in order to deter potential offenders. At present there is no evidence to support calls for new legislation increasing the available penalties, since Magistrates do not always use the maxima and sometimes the charges brought by the Police have been too minor.

Transport

Where possible, special railway halts should be built close to football grounds, to reduce the distance supporters have to walk (often through town centres) to get to grounds. (Successful schemes have already been funded by the Football Trust). Travelling supporters should have as little access to alcohol as possible. In Scotland it is illegal to carry alcohol on licensed coaches; the extension of this law to England should be considered.

Matches Abroad

It would not be right to seek to prevent people from travelling to matches abroad; any attempt to do so would inevitably endanger the freedom of ordinary law-abiding citizens.

Such travel can, however, be discouraged. Clubs should exercise strict control over tickets available. Positive steps, such as showing games live on large-screen CCTV at the British club's ground, should be taken to deter fans travelling.

The Council of Europe Recommendation on Football Spectator Violence has only just come into operation and should be fully used and tested. Its strictures are clear; they cover the full range of effective precautions and remedies. The Minister will continue to seek effective implementation of the document. (In particular, he will liaise with other Governments on sensitive matches, to back up the liaison arrangements already established between football authorities and with the British Transport Police).

Other Governments will continue to be urged to treat offenders with the fullest possible severity.

THE FOOTBALL ASSOCIATION

LIMITED

Patron: HER MAJESTY THE QUEEN

President: H.R.H. THE DUKE OF KENT

Chairman: F.A. MILLICHIP

General Secretary:
E.A. CROKER



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16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/JKY/396

Your Ref: 11th March, 1985.

Mr. N. Macfarlane, M.P.,
Minister for Sport,
Department of the Environment,
2, Marsham Street,
London, S.W.1.

Dear Neil,

Department of Environment Report on Football
Spectator Violence

The original report was strongly criticised initially, for two main reasons. The individuals involved in preparing the Report were generally not known to the football world and certainly did not have experience of the practical aspects of the problem. Possibly for this reason many of the recommendations were naive and reflected this lack of background information.

Now, with the benefit of hindsight, I agree that the report served a purpose as it has generated discussion with many people involved. The only remaining regret is that it was circularised beyond those concerned in this country and may have given an impression to Football Authorities in Europe and FIFA of a lack of understanding among the people who are involved with the problem in England.

The meetings that have since taken place between representatives of the Department of Environment and representatives of the bodies, directly or indirectly involved with crowd control in football, with representatives of The Football Association in attendance, should enable a meaningful report to result.

Probably the most difficult problem we face, although not referred to specifically in any of the reports, is finding common denominators that take account of the varying conditions that exist within the various League Clubs, the Ground situations, the number of visiting supporters, other matches in the vicinity and the historical background of each Club.

Contd...-

Mr. N. Macfarlane, M.P.

11th March, 1985.

Regrettably, but not surprisingly, no panacea to crowd problems has emerged. Virtually every suggestion put forward has been tried before. God forbid that we ever admit publicly that hooliganism will remain part of football for the foreseeable future, but I fear that that is the conclusion one must reach and therefore deterrents must be continually sought. At the recent Milk Cup Semi-Final, Chelsea v. Sunderland, nearly 40,000 supporters turned up, in spite of the record of crowd troubles at Chelsea matches and the troubles at Sunderland in the first leg.

Attached herewith are our comments on the various points dealt with at the meetings.

Please let me know if you require further information.

Yours sincerely,

E.A.

E.A. Croker
General Secretary

1. Membership Cards

The Football Association questions the desirability of introducing membership cards. It appears to us that there is every possibility that the introduction of such a scheme would drive away responsible supporters and not the hooligans.

It is clear to us, regardless of whether or not membership cards are desirable, that the implementation of a national system would be totally impractical. We do not believe that a feasibility study would produce anything to alter our view on this. Focusing attention on the hooligan problem for some dubious return in PR terms seems to us to be counterproductive.

We support effective membership schemes carried out by individual clubs, but do not consider it possible to legislate for all 92 clubs.

2. Local Plans

The Football Association and The Football League have already considered the 'Local Plan' proposals at some length. Neither body felt able to support such proposals. The Football Association believes that not only does each club have problems peculiar to itself, but also each game has to be considered strictly on its merits.

3. Disciplinary Powers of The Football Association

The Football Association requires all clubs to take all reasonable precautions to control spectators and supporters, home or away. We have reminded clubs in February of this year that their responsibilities extend to those games they play away from home.

If a club is found to have taken all reasonable precautions, The Football Association cannot punish it. Nor does The Football Association have any sanction against individual members of the public.

If a club is found not to have taken reasonable precautions, then The Football Association's powers to punish are limitless.

4. Close Circuit Television

The Football Association considers the current experiments with CCTV are helpful and should be continued.

5. Football and the Community

The Football Association has, as yet, seen insufficient evidence to make a reasoned judgement on the effect of the Football and the Community programme. It is our instinctive feeling, however, that interaction between Football clubs and the communities in which they are based does contribute to the struggle against hooliganism.

6. Railway Halts/Interchanges

The improvement in access to grounds through new Railway Halts and Interchanges has proved beneficial. The Football Association hopes that The Football Trust will continue to support such schemes and that the Government will become involved with financial help.

7. Role and organisation of the Police

The Football Association believes that, with one or two rare exceptions, co-ordination between clubs and police is excellent. The FA's advisor, Sir James Starritt, will continue to monitor the situation and advise The Association accordingly.

8. British Rail/British Transport Police

The Football Association is happy that the steps taken by British Rail, British Transport Police and the clubs have contributed to a drastic reduction in the number of incidents on trains. British Rail's strong anti-alcohol stance is, in our opinion, an important element in this reduction.

9. Matches Abroad

The close liaison between The Football Association, the Department of the Environment, the Foreign and Commonwealth Office, clubs and The Association's advisor Leslie Walker should continue. It should be recognized that these efforts can be and often are undermined by the actions of travel agents and the club or country being visited. The regular meetings of the European Ministers of Sport should be used to place pressure on clubs or countries whose attitude is less than co-operative.

10. Alcohol

The Football Association believes that the consumption of alcohol on coaches should be banned. The Government should also look more closely at the effectiveness of the Scottish legislation and its relevance to England and Wales.

11. Penalties/Magistrates

The Football Association has long advocated that information about arrests, subsequent charges and punishments associated with acts of hooliganism at matches would serve a most useful aid to future crowd control. Efforts to obtain such details had invariably been unsuccessful. It is also felt that a far greater use should be made of Attendance Centres and that stiffer punishments should be imposed for acts of violence.

12. Liaison between FA and Government

The Football Association agrees that an FA/Government Liaison Group provided a useful platform for specific items to be discussed from time to time.

13. Costs of Hooliganism

It is The Association's view that the costs associated with the employment of an Overseas Liaison Officer should remain its responsibility but it is felt that, bearing in mind the massive sums accrued by the Government by way of direct and indirect taxation on the game, it would be appropriate for it to assist financially with the installation of CCTV at grounds and with the development of Railway Halts and other such improvements which would provide direct access and egress to grounds for visiting supporters and thereby assist in crowd control.

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DIGEST OF RECOMMENDATIONS FOR REDUCING FOOTBALL SPECTATOR VIOLENCE,
REPORTED BY THE PRESS, 14-18 MARCH 1985.

Key

DML - Daily Mail, DS - Daily Star, DE - Daily Express, S - Sun,
G - Guardian, T - The Times, DT - Daily Telegraph, MS - Morning Star,
DMR - Daily Mirror, STD - Evening Standard, ST - Sunday Times,
OBS - Observer, STE - Sunday Telegraph, MoS - Mail on Sunday, SMR - Sunday
Mirror, SP - Sunday People, NoW - News of the World, SE - Sunday Express

ACTION FOR FOOTBALL AUTHORITIES

- | | |
|---|---------------------------|
| - Strengthen powers over clubs | T,ST,OBS |
| - Bring in membership card system | DML,G,STD,ST,STE |
| - Introduce Local Plans | ST,STE |
| - Ban clubs (permanently or temporarily) | DS,DE,S,G,DMR,STD,MoS,NoW |
| - Suspend clubs from league | DS,STD,OBS,SP,NoW |
| - Fine clubs a number of league points | OBS,STE |
| - Play matches behind closed doors | DML,DS,G,STD,STE,SP |
| - Relegate clubs to a lower division | STD,MoS,SP |
| - Make problem matches all-ticket | DS,S,G,STE,SP |
| - Clubs to pay for policing both
in and out of ground | DE,T,DT |
| - Ban supporters for life/announce
names of those banned at matches | DS,G,DMR,SP |
| - Clubs pay FA a 'behaviour bond',
losing an amount each time trouble occurs | G |
| - Introduce an independent disciplinary body | NoW |
| - Clubs forfeit gate receipts until
responsibility has been allocated | G |
| - Earlier kick offs | DML,DT |
| - Tough action on players
behaving badly | SP,NoW |
| - Prevent away fans travelling | DML,STD |
| - Provide better facilities in grounds | DT |

ACTION FOR GOVERNMENT

- Set up more attendance centres DML,DS,DE,T,DT,ST,STE
- Ban alcohol in grounds DML,DS,DE,G,DT,STD,
OBS,STE,SMR,SP,SE
- Ban alcohol on transport to matches DT,STD,STE,SMR,SP,SE
- Introduce 'Scottish' legislation ST,SMR,SP
- Legislate for the courts to impose
mandatory detention or attendance
orders every evening and every weekend STE
- Reintroduce corporal punishment T
- Reintroduce stocks DML
- Ban British Rail 'Football Specials' DML,STE
- Give powers to local authorities
to stop matches DT,G,SMR
- Reintroduce national service NoW
- Make coach operators responsible
for their passengers DML
- Licence clubs - give local
authorities powers to impose
conditions on clubs G
- Introduce new offence
applicable to hooliganism T

ACTION FOR THE POLICE

- Bring stronger charges DML,STD,STE,SMR,SP,NoW,SE
- Police to decide level of policing
required, not the clubs S,G,DT,MS,DMR,STD
- Search supporters entering ground DT,STE
- Set up national intelligence network STE
- Prevent away fans travelling DML,STD

ACTION FOR MAGISTRATES

- Stiffer penalties DML,DS,DE,S,G,T,DT,MS,DMR,
STD,STE,SMR,SP,NoW,SE
- More use of attendance centres DML,DS,DE,T,DT,ST,STE

SOCIAL MEASURES

- Look more at social causes DMR
- Parents impose more discipline STD,STE
- Teachers impose more discipline NoW
- Encourage more participation
in sport by young people ST



Prime Minister

FOOTBALL HOOLIGANISM

I describe in this note the position on the criminal law and the action which I am taking directly and through the police on football hooliganism, and also the options on matters for which the Home Office has particular responsibility. Patrick Jenkin has provided a note on the wider perspective of the problem and the options so far as they affect his Department, the football authorities and the clubs.

The criminal law and its enforcement

There have been demands for a special offence for misbehaviour associated with violence at football matches and for increased penalties on conviction. Examination of the behaviour involved in football spectator violence has shown that existing offences catch all the behaviour we want to stop, and that there is no activity which occurs only at football matches and for which a specific new offence needs to be created. As Annex A shows in detail, custodial penalties are available for all the offences likely to be charged, and the January 1984 Court of Appeal judgement in the case of R v Wood (see Annex B) gave clear guidance to the courts to use custody for violent assaults on police or bystanders. I emphasised this guidance in a speech last weekend, and Home Office Ministers will continue to take appropriate opportunities to publicise it.

If the penalties available are to act as an effective deterrent, it is essential that serious charges such as grievous bodily harm and actual bodily harm are brought when the evidence justifies them. I have asked the Association of Chief Police Officers to emphasise the importance of obtaining sufficient evidence to lay such charges against identified ringleaders. I am examining how best to publicise this initiative, which I hope that ACPO would agree to do themselves. In policing large numbers of supporters it is, however, necessary to balance the responsibility to maintain public order (for example by not allowing an incident to escalate) against the enforcement of the law in individual cases. Sometimes the collection of evidence to bring charges has to take second place to the maintenance of public order. This outcome would be avoided if adequate measures were taken by the Football Association and the clubs to deny known troublemakers access to the grounds.

The need to act swiftly to keep such people away from grounds, as well as punishing them, is also something for the courts to consider. Emphasis on immediate justice is not necessarily the best arrangement, since only the more trivial cases, involving less serious offences, tend to attract a guilty plea and thus an immediate disposal. Courts can and do impose non-attendance at matches as a condition of bail and they can usefully attach such conditions to penalties for less serious offences. (This is an area where identity cards might assist in enforcement.) I am considering whether an approach to the Magistrates' Association to encourage the imposition of such conditions would be of assistance.

E. R.

As Home Secretary, and previously as Minister of State, I have attached particular importance to increasing greatly the number of attendance centres, to which offenders may be ordered to go on Saturday afternoons. In May 1979 there was a total of 79 centres - 77 junior centres (for those aged 10-16) and 2 senior centres (for those aged 17-20). There are now 127 attendance centres - 109 junior and 18 senior and I have plans to open more senior centres this year.

Alcohol

There is a widespread belief that a reduction in the consumption of alcohol by football supporters would reduce the incidence of violence. There is no doubt that some football supporters in recent incidents consumed alcohol in large quantities, but there is little hard evidence to support claims that alcohol is a cause of hooliganism at football matches in England and Wales. Few of those arrested by the police have been charged with drunkenness and some observers, notably the Leicester University researchers, have found little or no connection between drink and violence.

The experience in Scotland is relevant. The Criminal Justice (Scotland) Act 1980 contains specific provisions relating to alcohol. These make it an offence to possess alcohol at, or on the way to, designated sports grounds; to be in possession of containers at these events; or to attend or attempt to attend at such an event in a state of drunkenness. The Act also applies to those hiring coaches or buses to take people to a

football match. It makes it an offence for the hirer (often the Club Secretary), the holder of the public service vehicle licence, his agent or the driver to allow the carriage of alcohol and/or for its consumption on the coach or bus.

At the entrance to football grounds in Scotland (and this includes both matches at League clubs and at football and rugby internationals) the task of searching fans and/or determining their alcoholic state is undertaken by the police. Inside the grounds stewards supervise attempts to consume alcohol and enlist police aid when necessary. The penalties provided for in the Act are -

- possession of alcohol on a vehicle 60 days and/or £400
- hirer carrying alcohol on a vehicle £400
- employee, agent or driver
 permitting alcohol to be
 carried £400
- attempt to enter in possession
 of a controlled containeer 60 days and/or £400
- whilst in possession of alcohol
 in, or attempts to enter a
 designated sports ground 60 days and/or £400
- drunk in, or attempts to enter
 whilst drunk, a designated
 sports ground £100

There is strong anecdotal evidence that this legislation has resulted in a marked decline in soccer violence in Scotland.

It has clearly been the refusal to admit to grounds those who arrived the worse for drink, or in possession of alcohol, which has had the major impact. Strict enforcement of such a policy would seem likely to have a similar effect in England and Wales once it had been seen to be the established policy. It could be done without legislation. There might be some transitional problems in the short term, when drunken fans refused admission to grounds (or to board trains at termini) could exacerbate the problems of control facing the police, by causing trouble elsewhere in the town outside the ground. But this may be a small price to pay in order to control the wider problem in the longer term. Clubs already have the powers to refuse admission to drunken fans and could be encouraged to put them into effect. The initiative must lie with the clubs in refusing them admission. The police will act in support wherever there is a breach of the peace.

Alcohol on trains

British Rail has a discretionary power to prevent alcohol being taken on board or consumed on all categories of service - whether chartered, sponsored, "specials" or normal services. They use their powers to ensure that the majority of trains carrying football spectators travel "dry". It is open to the Transport Police to take action against anyone who is drunk at a railway terminus, and to travel on "football specials" to maintain order. Both the police and the British Transport Police have developed considerable expertise in using these powers to control football crowds. The recent incident was very much an exception.

To sell alcohol at their grounds, football clubs require either an on-licence (for sales to the public) or a club registration certificate (for sales to club members only). When considering applications for the renewal of a licence or certificate, the licensing justices have a complete discretion, and hooliganism could be a ground for refusal. So objections to renewal of a licence could be made as a means of restricting the sale of alcohol in grounds which had been the scene of trouble.

Alcohol on coaches

Licences are issued by the Transport Commissioners for either 3 or 5 year periods. There is no requirement upon a coach operator to declare either at the outset or during the period of his licence whether he intends to carry football spectators. There are 9 areas in England and Wales, each headed by a Commissioner. Each has the power (under the Transport Act 1980) to attach conditions to the licences of public service vehicles carrying passengers. These conditions may cover such matters as the banning of alcohol and the exclusion of drunken passengers from the coach. One Commissioner in the North East has imposed such conditions, but the other Commissioners take the view that, unless they all act in concert in applying the same conditions, there is little to be gained, and despite promptings they show little enthusiasm to do so. There are good grounds to persuade the Commissioners to use the powers they have, which seem to be sufficient, without recourse to legislation.

Police power to prevent travel

There is no doubt that if the police reasonably conclude that people are travelling for the purpose of taking part in an activity in circumstances where there is likely to be a breach of the peace, they have the power at common law to call upon them not to continue their journey and to call upon their driver to take them no further. Anybody who failed to comply with a police request in those circumstances would be committing the offence of obstructing a police officer in the course of his duty. It must be a matter for judgement by the police in each case, and senior policemen have recently said publicly that they would not hesitate to use these powers where the circumstances justified it. In addition to the common law powers the British Transport Police can impose controls contained in the British Rail byelaws made under section 67 of the Transport Act 1962. These include the power to refuse to allow someone to travel or to order him to leave if, for example, he is behaving in a disorderly manner. The British Transport Police use these powers when appropriate.

Licensing of clubs

Football clubs do not require an entertainment licence, but the Safety of Sports Grounds Act 1975 gives me power to designate sports stadia with a capacity of more than 10,000. They then have to obtain a safety certificate from the local authority. All First and Second Division clubs have been designated since 1979; clubs promoted to the Second Division are designated each year and relegated clubs remain designated.

The local authority has discretion to impose terms and conditions governing the admission of spectators, including a limit on numbers, and requirements about crash barriers, exits layout of terraces, stands and police cover. It is open to the local authority to revise the terms and conditions of a certificate at any time in the light of changed circumstances. Guidelines on the imposition of terms and conditions are set out in a Home Office booklet "Guide to Safety at Sports Grounds (Football)".

I propose to re-examine these guidelines in consultation with other interested parties to see whether the advice given can be strengthened so as to draw specific attention to the need for local authorities, when issuing safety certificates, to take account of any history of crowd disorder at the grounds of particular clubs and the particular physical measures that would help to reduce such disorder. I should also like to discuss the possibility of quite deliberately designating particular clubs in the Third and Fourth Divisions with a history of violence.

Costs

It is the football club's responsibility to meet the cost of complying with the requirements of a safety certificate. But they can apply for grants towards this expenditure from:

- Football Ground Improvement Trust (safety work on ground facilities)
- Football Trust (in relation to police costs inside

the ground. Policing outside the ground counts as normal police expenditure and is borne on the rate with 50 per cent exchequer grant).

Summary

There is no gap in the existing law relating to criminal offences or in police powers. I have already drawn attention publicly to the penalties available, and Ministers will continue to do so. I have asked the police to bring serious charges where the evidence justifies it and to publicise that policy, and the courts can usefully attach conditions of non-attendance at matches to penalties short of custody for less serious offences. Powers exist to take stringent measures to prevent drunken fans travelling to or securing admission to football grounds, and these could be exercised to good effect, as has already been done in Scotland, provided the clubs and the Transport Commissioners are prepared to play their part, with the support of the police as necessary. I propose to re-examine the Home Office guidelines on designating sports grounds, to strengthen the advice to local authorities on safety measures, and to consider their extension to selected Third and Fourth Division clubs.

I am sending a copy of this minute to Nigel Lawson,
George Younger, Patrick Jenkin, Nicholas Ridley, Neil Macfarlane,
and Sir Robert Armstrong.

L.B.

20 March 1985

MAXIMUM PENALTIES AVAILABLE TO THE COURTS

<u>Offence</u>	<u>Maximum Penalty</u>
Wounding with intent to cause grievous bodily harm	Crown Court: life imprisonment and/or an unlimited fine.
Criminal Damage	Crown Court: 10 years' and/or an unlimited fine. Magistrates' Court: <u>if value over £400</u> 6 months' / £2,000 fine <u>if value £400 or less</u> 3 months' / £1,000
Assault occasioning actual bodily harm or malicious wounding	Crown Court: 5 years' and/or an unlimited fine Magistrates' Court: 6 months' / £2,000
Threatening behaviour	Magistrates' Court: 6 months' / £2,000
Assault on constable	Magistrates' Court: 6 months' / £2,000
Having an offensive weapon in a public place	Magistrates' Court: 3 months' / £1,000
Common assault	Magistrates' Court: 2 months' / £400

Powers to deal with juveniles (ie 10-16 year old offenders) are more limited. No juvenile may be sentenced to imprisonment, but where they might otherwise have been imprisoned boys aged 14 or over may be sentenced to detention for between 21 days and 4 months, and offenders aged 15 or 16 may also be sentenced to youth custody for up to 12 months. Juveniles may be fined up to £400, or £100 in the case of children under the age of 14. Parents may be held responsible for these fines.

REGINA v WOOD January 1984

Guidelines in the Court of Appeal

"We infer that those who have a propensity to use violence are not deterred by fines or by orders imposing only a limited restriction on liberty. It follows, so it seems to us, that the time has come for the courts to impose sentences which may deter those who are minded to use violence at or near football grounds. Unless there are exceptional mitigating circumstances - and it is not easy to see what they could be - youths between the ages of 17 and 21 who are convicted of any offence involving violence towards police officers or others trying to maintain order or to spectators who are not themselves involved in the violence should receive a custodial sentence. In most cases a short detention centre order should be adequate; but if any weapon has been used or a disabling injury was caused or there is evidence that the convicted youth is addicted to the use of violence, a youth custody order would be appropriate. If the injury should be such as to amount to grievous bodily harm, as is likely to arise from stabbing, a longish sentence may be necessary.

"These guidelines may not be appropriate for youths under 17; but we respectfully suggest to magistrates who sit in juvenile courts that they should consider the need for deterring the disorderly young as well as for reforming them. Further, applying these guidelines to disorderly youths who have done violence to one another may be inappropriate because much will depend in each case upon what happened and why it happened. There may have been provocation or over-reaction to an attack which went beyond lawful self-defence. In general, however, there will be a need to ensure a deterrent element in all sentences."

20 MAR 1985





SUBJECT

a MASTER SET

10 DOWNING STREET

From the Principal Private Secretary

20 March 1985

Dear Phil,

FOOTBALL HOOLIGANISM

The Prime Minister had a private conversation today with Mr. John Smith, Chairman of Liverpool Football Club, and asked him for his ideas about tackling the problems of football hooliganism.

Mr. Smith said that he believed that decisive action needed to be taken against the problem clubs, of which there was four at present: Chelsea, Millwall, West Ham and Leeds United. There was a strong National Front element in these clubs. The particular measures which Mr. Smith suggested were:

- (i) When a club's supporters had misbehaved, they should be banned from travelling to away matches in organised coaches or trains. They could not be stopped from travelling individually but they were less likely to cause trouble if they did not go in a crowd: if they did cause trouble they should be subject to heavy penalties (see below).
- (ii) The use of closed-circuit television should be extended as a priority to those problem clubs where it was not available: the Football Trust would be likely to assist with this.
- (iii) When there had been trouble at a ground, there should be a ban on alcohol for the rest of the season.
- (iv) Fences should be built around the problem grounds: again, the Football Trust would be likely to give priority in their help with this.

These were Mr. Smith's four principal suggestions, but he said that he also favoured other measures:

- (v) Magistrates should impose stiffer sentences and should send more cases to the Crown Court. Unless fines were large, they were ineffective: a more effective penalty would be a requirement to be present at attendance centres on Saturday afternoons.

- (vi) There was much to be said for the police parading the ground with police dogs, as a warning.
- (vii) It should be a specific offence to encroach on the ground.

Mr. Smith said that he was not in favour of identity cards because he thought that large numbers of supporters would fail to present them and would cause trouble outside the grounds when they were refused admittance.

All these measures (except for the ban on organised travel of supporters) were directed at home matches. As regards international matches, Mr. Smith said that he would like to see an offence of behaving in a way likely to bring the nation into disrepute: those detained by the police overseas should be charged with this offence on their return to this country whether or not they had been charged overseas and arrangements should be made for the foreign police forces to come to this country to present evidence. Mr. Smith said that he understood that there were difficulties about removing passports but he would personally like to see passports removed for a limited period in the case of people convicted for such offences.

Mr. Smith said finally that, although the distinction between the Football Association and the Football League made it more difficult to achieve effective action in this country, he believed that the Football Association would take action if given a firm lead. If they needed new rules, it should be possible for them to make them.

I am copying this letter to Hugh Taylor (Home Office), Andrew Allberry (Department of the Environment) and Richard Allan (Department of Transport). Since the Prime Minister assured Mr. Smith that this was a private meeting and she would protect the confidentiality of his advice, I should be grateful if all recipients would ensure that this letter is not copied or passed outside Private Offices.

Yours sincerely,

Robin Butler

Phil Dykins, Esq.,
Department of the Environment.

CONFIDENTIAL

C

PRIME MINISTER

19 March 1985

FOOTBALL HOOLIGANS

There is now an enormous build-up by the Press to Government action on this. "Hammer the thugs" and "show them no mercy" was the media "revenge" theme. The Daily Mail (18 March) sounded a note of caution recalling Wilson's gimmick response (attached).

The Background

The FA blame the Government and the crowds. The Police Federation put the blame on the FA and the Clubs and have even threatened to remove cover from football matches. DoE list action so far. Both DoE and Home Office are putting forward some proposals which are included in the following options.

Options

- A. Introduce a licensing system to permit clubs to operate as football clubs. Dutch idea. Eldon Griffiths and the Police Federation favour this. FA oppose it. It has practical difficulties and is the sort of regulation we are trying to remove elsewhere. Main problem - which club should lose its licence over last week's horror, Millwall or Luton?

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- B. Introduce and strengthen anti-alcohol rules. Scottish legislation [Criminal Justice (Scotland) Act, 1980] has been most successful. This makes having alcohol at a match an offence. Media and DoE approve. Home Office give further specific options that are sensible to make better use of existing transport law to prevent use of alcohol on coaches and trains. In addition, sale and consumption of drink at football grounds should be controlled more strictly and no-one should enter the ground carrying drink.
- C. Specifically require the Clubs to have better barriers: (those at Luton, 8', could be climbed). This can be achieved through tougher use of the Safety of Sports Grounds Act, 1975 (summarised page 318 of FA rules attached). Home Office support this idea. Trouble-maker clubs could be pinpointed for special safety provisions.
- D. "Ticket-only" matches could be the general rule. The problem is some matches are held at a few days notice, eg there was no time at Luton to issue tickets in advance. Better timetabling of fixtures should be possible but the weather cannot be programmed! This option cannot be the universal, but could be the presumed rule.
- E. Police to take a larger role. The FA repeatedly call for this. It is not a feasible option for Government. For example, there are only 1,000 police in Bedfordshire. 200 of their force were deployed at the Luton match and

when more were needed they had to call in reinforcements from neighbouring counties; and even then there were only 360 police to 17,500 fans. There is evidence the attacks at football matches are deliberately aimed against the police. One Millwall thug was reported to say: "I'm proud of the way our lads struck into the cops". Police profile would be better lowered.

- F. Corporal Punishment. Edward Taylor, MP and John Carlisle, MP have suggested this chestnut. The media are divided. The old arguments apply.
- G. Other new or repolished existing punishments. Home Office are pleased with their Attendance Centres that mostly operate at weekends (Luton was on a Wednesday). Community Service Orders could be reinvigorated, they have had much success. If Option H was taken, the Clubs could administer their own punishment.
- H. The fans should have identity passes. Cost to FA £100,000 pa and cost to fans 50p each. This should have clear identifying photograph and should be subject to removal by the club, the FA and the Magistrates Court as a condition of bail.
- I. To amend the Police Act, 1964, Section 15(1) (attached) to permit the Chief Constable to decide how many officers he may send to each match and for whom he may bill the club. At the moment the Police can decide how much they

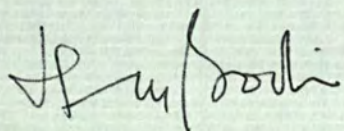
charge if they go to clubs, but they only go if they are "requested". If they are not requested to attend they cannot send a bill later.

J. To extend control over football grounds. DoE's proposal. This is a semi 'planning' idea and appears to be taking a sledgehammer to crack a nut. However, if the plight of people living in the shadow of football pitches cannot be adequately covered by civil and criminal law, plus option A-I then J may be appropriate.

Conclusion

No new offences are suggested except taking alcohol onto a football ground. Home Office proposal to persuade Chief Constables to charge more serious offences is sensible if it does not push too many of these offences into the Crown Court.

We recommend Options B, C, D, G, H and I. The FA should be asked why they do not use their power to close grounds (Rule Book page 65), more frequently. Options that require legislation, and therefore which are of greater concern to Cabinet are A, possible B if the Scottish Law is followed, F, possibly H (but the FA could insist on identity passes without need of legislation), I and J. Announcements should demonstrate we have taken on board concern for people living near football pitches.



HARTLEY BOOTH

THE GUARDIAN

Ministers see passes as a way
to combat football violence

P.M. to consider identity cards plan for fans

By Colin Brown,
Political Staff

Identity cards for football fans are among the proposals which the Prime Minister and a team of ministers will consider this week when they receive the Football Association's report on recent soccer hooliganism.

An informal group of ministers comprising Mr Patrick Jenkin, the Environment Secretary; Mr Leon Brittan, the Home Secretary; Mr Neil Macfarlane, the Sports Minister; and Mrs Thatcher as the chairman, is coordinating government action to curb soccer violence.

After last week's hooliganism at the Luton-Millwall quarter-final FA Cup tie, Mrs Thatcher is understood to have told the Cabinet that she wanted action.

However, her ministers are less than convinced that there are any new solutions to be found. They also fear that the Prime Minister is indirectly inviting the football clubs to demand more public money to provide extra seating in grounds.

The clubs are also likely to demand funds to finance any switch to identity cards because, they will argue, many clubs cannot afford such an innovation. However, ministers appear to believe this is one of the few ideas which may work.

Football fans found guilty of hooliganism would have the cards taken away and be banned for at least a season.

Ministers are not persuaded that, with large transfer fees

still changing hands between clubs, they are too short of money to introduce a scheme which would be in the interests of the clubs and the public.

A ban on alcohol in grounds is also a likely outcome of the Prime Minister's study. This has been tried in Scotland and, although an evaluation is still continuing, it is considered a success. Penalties for taking alcohol into grounds include imprisonment and fines.

The final recommendations of the Prime Minister's working group will depend partly on the FA report. Mrs Thatcher is likely to leave the association in no doubt that she will not tolerate further delays in taking action, however pressed for cash the clubs may be.

A scheme which does not appear to have ministerial favour is the idea of closing grounds which have been persistent sources of trouble. It is felt this would only drive the rowdy fans to cause trouble at the neighbouring grounds.

Mr Gerald Kaufman, the shadow home secretary, yesterday said Mrs Thatcher's move to deal with soccer hooliganism showed her "complete lack of concern" about mass unemployment. He called on the Prime Minister to form a task force to create more jobs.

● The names and addresses of seven fans who were being banned for life from attending matches were broadcast at the Hillsborough ground of Sheffield Wednesday before Saturday's home league game against Luton.

Daily Mail Offside trap

6

HAVING seen off General Galtieri and Arthur Scargill, the Prime Minister is now taking on the soccer hooligans.

The latest bulletin from Number Ten positively crackles with urgency and personal involvement. The lady herself, we are assured, is to chair the special committee of top Cabinet colleagues being mustered to tackle football violence.

All our instincts are to cheer her on. If anyone can spur magistrates, police and club chairmen into doing something effective, she probably can.

And yet we are minded to take her for a wry and cautionary trip down memory lane:

Remember the amazing adventures of Huddersfield Town's most famous fan.

He was a chap who was always 'taking personal charge' of everything from the sinking of the Torrey Canyon to special peace initiatives in Vietnam. He was notorious in his time for setting up special emergency committees which caught the headlines one day and were forgotten the next. The trouble with Harold Wilson (for, indeed, it is of him that we are reminiscing) was that too often as PM he confused activity with action.

To date, that has not been Margaret Thatcher's weakness.

But her Government is in the doldrums and there is great pressure upon her to score some more populist goals. In her understandable anxiety to do so she must guard against gimmickry:

That offside trap into which even the most shrewd and experienced Prime Ministers can rush.

country whereby he has obtained naturalisation is qualified to play in International and Representative teams for that country.

(b) Responsibility of Selected Players

Any Player selected to attend any International or other match arranged by The Association or to tour abroad and (without good and sufficient cause) refusing to comply with the arrangements of the Council for playing the match, or failing to attend such match, may be adjudged by the Council to have been guilty of misconduct, and any Club or Official who may be deemed to have encouraged or instigated such Player to commit a breach of instruction or rule, shall be deemed guilty of a similar offence.

(c) Inter-County Matches

In Inter-county Association matches a Player must be a bona fide Member of a Club belonging to The Association for which he plays, but a Player shall always be eligible to play for the County of his birth. A Player shall not be eligible to play for more than one (1) County Association in the same season in Inter-County Competition matches.

JURISDICTION OF THE ASSOCIATION OVER OFFICIALS, PLAYERS AND SPECTATORS

Rules and Regulations of The Association

32. Players, Officials and spectators are only allowed to take part in or attend matches on condition that they observe the Rules and Regulations of The Association, and every affiliated Association or Club is required to observe and enforce such Rules and Regulations.

Responsibility of Associations and Clubs

33. *(a) Reasonable Precautions to be Taken*

- (i) Every Association and Club is responsible to the Council for the conduct of its Players, Officials, Spectators and Supporters. The visiting Club shall be responsible to the Council for the conduct of its Supporters.
- (ii) Clubs on whose grounds a match is played shall take all reasonable precautions to prevent Supporters and Spectators from encroaching onto the pitch and/or

throwing missiles on to the pitch and/or threatening Match Officials and other Officials or Players before, during or after matches.

(iii) Associations and Clubs are required to prevent betting and the use of objectionable language by Officials, Staff, Players and Supporters.

(b) Failure to fulfil adequately the above responsibilities could lead to a charge of misconduct.

(c) Misconduct—Betting and Bribery

An Official of an Association or Club, Referee, Linesman or Player shall not bet on any Football match, and a breach of this condition is misconduct. It is misconduct for any Association or Club, or for any Official, Member or Player of any Association or Club, Referee or Linesman to offer or attempt to offer, either directly or indirectly, any consideration whatever to another Association or Club or to any Official, Member or Player of any other Association or Club, or to any Referee or Linesman with a view to influencing the result of any match.

It is misconduct for any Association or Club, or any Official, Member or Player of any Association or Club, or any Referee or Linesman to accept any such consideration.

It is misconduct for any Official, Member or Player of any Association or Club, or any Referee or Linesman to take part in Coupon Football Betting except authorised and registered Football Pools.

(d) Breach of Rule 33 (a)—Removal from Ground

In addition to any other punishment that may be imposed for a breach of this Rule, any Player, Official or spectator may be removed from any ground, and such force used as may be necessary for the purpose of effecting such removal.

Misconduct to be Dealt with by County Associations

34. County Associations shall deal with violations of the Rules and Regulations of The Association not dealt with by The Association and misconduct by any of their Associations or Clubs not having Full Membership with The Association or by any of the Players, Members or Officials of any such Associations or Clubs subject to the right of appeal provided by Rule 39 of The Association.

Misconduct

35. (a) *Definition of Misconduct*

In addition to matters referred to in any other Rule it shall be misconduct if any Association, League, Combination, Club, Director, Official, Referee, Linesman or Player (in this Rule for ease of reference called the "Member") is proved to the satisfaction of the Council or a Commission thereof to have done or permitted or assisted in doing or permitting any of the following:—

(i) violated the Laws of the Game or the Rules and Regulations of The Association;

(ii) violated the Rules or Regulations of any Association, League or Combination affiliated to The Association or sanctioned by its Council;

(iii) played with or against any suspended Member or appointed or continued the appointment as a Director or Official of any suspended Member;

(iv) appointed or continued in Office as a Director, Official, Referee, Lineman or Player, a person who acts as Bookmaker or Assistant to a Bookmaker or any other person directly connected with the organisation of Betting Lotteries, Coupon Football Betting, or the like without the written consent of The Association;

(v) allowed a Director, Official, Referee, Linesman or Player under suspension to act as a Referee or to perform any duties from the execution of which he has been suspended;

(vi) failed to take all reasonable precautions to prevent a Director, Official, Referee or Linesman under suspension from entering the ground of any affiliated Club;

(vii) played a match with or against a Club whose ground has been closed by The Association on any ground within a radius of twelve (12) miles of the closed ground;

(viii) committed any act or made any statement either verbally or in writing, or been responsible for conduct or any matter which, in the opinion of the Council, is considered to be ungentlemanly, insulting or improper behaviour or likely to bring the game into disrepute.

(b) *Competent Authority to Deal with Reported Misconduct*

(i) Any Member, being a Player who, whilst playing in a match for a Club in Full Membership with The Association, who is the subject of a report of a Referee for violating the Laws of the Game, shall be dealt with by The Association in accordance with the provisions of sub-rule (c), (d), (e), (f) and (g) of this Rule, as modified or enlarged by the provisions contained in any Memorandum approved by the Council.

(ii) Any Member, being a Player, who, whilst playing in a match for a Club not in Full Membership with The Association, who is the subject of a report of a Referee, for violating the Laws of the Game, shall be dealt with by the appropriate affiliated Association in accordance with the provisions set out in its Rules or Regulations which provisions shall comply with those contained in Part I of the Memorandum of Procedures for dealing with Field Offences by Players of Non-Full Member Clubs as modified or enlarged by such provisions of Part II as are adopted, or as may from time to time be made.

(c) *Right to Personal Hearing*

(i) Any Member charged with misconduct shall be furnished with details in writing of such charge which shall be sent by post by The Association to the Member so charged. Within fourteen (14) days from the posting thereof the Member so charged shall send to The Association an answer thereto in writing and the answer may be accompanied by a written application that such charge shall be heard before a Commission.

(ii) Upon receipt of such application the Council shall appoint a Commission to deal with the matter and notify the Member charged of the date and place of the Hearing.

(iii) The Member charged and if necessary its Directors and Officials, shall attend such Hearing and give the Commission oral evidence of the facts of the charge and shall answer any questions they may ask by way of cross-examination and shall produce any books or papers they consider necessary.

(iv) The Member charged shall have the right to give and call evidence in rebuttal of the charge and shall have the right to cross-examine any witnesses who give evidence in support of such charge.

(v) In default of an application for a Hearing or if the Member charged shall fail to attend the Hearing or shall refuse to answer any questions asked by the Commission or neglect to produce any necessary books and papers then the Commission shall investigate and adjudicate upon the charge or allegation in such manner and upon such evidence as they deem expedient.

(vi) On the completion of the evidence the Hearing shall be closed and the decision of the Commission shall subsequently be communicated in writing to the Member charged and any other Member concerned.

(vii) The decisions of an Affiliated Association for violation of and/or breaches of this Rule shall be subject to the right of Appeal made in accordance with Rule 39.

Violations of the Laws of Game dealt with by The Association under Section (b) Sub-Section (i) of this Rule shall not be subject to an Appeal. For all other violations and/or breaches of Section (a) of this Rule dealt with by The Association there shall be a right of appeal to an Appeals Board.

The Appeals Board shall consist of three (3) Members of the Council. All Appeals shall be made to the Secretary of The Association within twenty-one (21) days of the notification of the decision of the Commission and shall be accompanied by an Appeals fee of £50. The Hearing of the Appeal shall not be conducted as a re-hearing of the case neither shall fresh evidence be admitted, except with the permission of the Appeals Board.

The Appeals Board shall have power to adjourn the Hearing wholly or in part, and having heard the contentions of both parties may make one of the following decisions:—

- (i) to allow or dismiss the appeal.
- (ii) to vary the decision of the Commission.
- or
- (iii) order a re-hearing of the original case by the Commission or by another commission whose decision shall be final and binding on all parties.

Further, in the event of the Appeals Board allowing the withdrawal of the Appeal, dismissing the Appeal or varying the decision of the Commission the Appeals Board may order the Appeal Fee to be forfeited and/or make an order for the payment of costs.

(d) Punishment

On misconduct being proved to the satisfaction of the Council or any Commission thereof, they shall have power to order the offending Member:—

(i) to be suspended from all or any specific football activity either permanently, sine die or for a stated period. After a period of seven (7) years, an application may be received for review of a permanent suspension. Any decision to review a permanent suspension and/or any subsequent modification thereof shall only be made by the Council:

(ii) to be fined (either with or without suspension);

(iii) to be censured;

(iv) to close a ground either permanently or for a stated period;

(v) to pay all expenses of and incidental to the consideration of the matter, either with or without any other penalty;

(vi) to be dealt with in such other manner as the Council or any Commission thereof may think fit;

(vii) to make such publication in a Club's programme as may be directed and/or to display at the ground for a stated period in prominent positions warning notices to spectators.

The Council or any Commission thereof shall not be entitled to order a Club to cease paying the contract wages to a Player who is serving a period of suspension for violating the Laws of the Game.

(e) Default in Payment of Fine

On default for fourteen (14) days in payment of any fine or costs, the Council or Commission thereof shall have power to order the defaulting Member to be suspended under such conditions as the Council or Commission shall decide.

(f) Notification

Any letter, request or communication to be sent by The Association under this Rule shall be properly sent if addressed to the last known address of the Member charged or, if such address is not known, to the address of such Member's Club.

(g) Persons Subject to Rule

For the purpose of this Rule, every Member of any Association or Club which is a Full Member or Associate Member of The Association or of any Association, League or Combination affiliated to or sanctioned by The Association shall be deemed to be a Member of The Association and be subject to and bound by its Rules and Regulations.

In any case, where this Rule conflicts with any other Rule of The Association then this Rule shall prevail.

Representation

36. An Association, Competition or Club summoned to attend at a Hearing of an Appeal, Complaint or Claim, or at an Enquiry, may be represented by one (1) or more of its Members. A Barrister or a Solicitor may only represent an Association, Competition or Club of which he is a Member at the time of the charge of misconduct being made. Any person summoned to attend an Enquiry, Complaint or Claim must attend personally and shall not be legally represented except with the prior written consent of the Commission under the hand of the Secretary of The Association.

Misconduct — Further Provisions*37. (a) Reporting of Misconduct*

It is the duty of Members of the Council, Officials of Clubs, and Referees to report to The Association all cases of misconduct likely to bring the game into disrepute; and Officials of Clubs must report to The Association any infringement of Rules without delay.

All reports of misconduct by Service Players shall be sent direct to The Association, except in matches confined to Service Teams, when the report shall be sent direct to the Service Association concerned.

(b) Conduct Towards Referee

All Clubs connected with The Association must have bills printed and posted in their grounds, threatening with expulsion any person who is guilty of insulting or improper conduct towards the Referee.

Any misconduct towards a Referee away from the field of play will be dealt with as if the offence had been committed on the field. Linesmen who observe incidents on the field of play likely to bring the game into disrepute must, if such incidents have not come under the notice of the Referee, immediately report them to him. Should a Referee fail to report misconduct which comes under his notice, and it is proved to the satisfaction of the Council that such misconduct was of a nature that required investigation, his registration may be withdrawn.

(c) Player Leaving Field

Any Player leaving the field during the progress of a game (except through accident) without the consent of the Referee, will be deemed guilty of misconduct, and will render himself liable to be penalised under Rule 35 (d).

(d) Persons Entering Field without Permission

Without permission of the Referee, no person shall be allowed on the field of play during a match other than the Linesmen and Players. Referees and Trainers who do not observe this Regulation are liable to be dealt with by the Council. The practice of kicking-off by persons other than the Players competing in a match is prohibited except in charity matches.

(e) Provision of Private Way

Clubs are expected to provide a private way for Players and Officials from playing ground to dressing room wherever this is practicable.

Publication of Proceedings

38. The Association shall be entitled to publish in the public Press, or in any other manner it shall think fit, reports of its proceedings, acts and resolutions whether the same shall or shall not reflect on the character or conduct of any Club, Official, Player or spectator, and every such Club, Official,

**CROWD SAFETY
MEMORANDUM
THE SAFETY OF SPECTATORS
CONTROL OF CROWDS AT FOOTBALL MATCHES**

Legislation has recently passed through Parliament (Safety of Sports Grounds Act 1975) which enables the Secretary of State to designate as a Stadium requiring a Certificate of Safety any sports stadium which has accommodation for more than 10,000 spectators. Designation orders on International Grounds, and grounds of Clubs in the First and Second Division of the Football League and Premier Division of the Scottish League have now been made and it is quite possible that ultimately all clubs with a ground capacity in excess of 10,000 will be included. Clubs in the Second Division of The Football League should note, that they will be designated immediately on gaining promotion to the First Division. There is also provision in the Act for grounds to be licensed on a temporary basis for special events and it is essential, therefore, for Clubs to make themselves familiar with the scope of the Act and its accompanying catalogue of technical recommendations, the "Guide to Safety at Sports Grounds." Both documents are obtainable from H.M. Stationery Office.

Until such time as a Club is designated under the Act, all Clubs in membership of the Football Association are expected to continue to observe the following regulations:—

For Clubs with grounds with a capacity in excess of 10,000 but not more than 25,000.

(a) (i) Clubs should agree to a safety limit for the ground with the appropriate local official (usually the Police Authority), close the gates on the instructions of the Club Secretary or his deputy in consultation with the Police Officer in charge and, in the case of special matches likely to attract abnormal crowds, restrict admission to ticket holders.

(ii) Where possible, enclosures should be self-contained and free movement from one part of the ground to another should not be permitted.

(iii) The maximum number of persons to be admitted to each enclosure should be scientifically calculated.

(iv) Mechanical apparatus should be provided for recording at a central control point the number of persons entering spectator areas not limited by the issue of match tickets.

The requirements of (ii), (iii) and (iv) above are recommendatory not mandatory.

(b) Clubs will arrange with suitably qualified personnel to inspect the ground annually. All structures within the ground will be examined and the following points will receive special attention:—

1. The state of the terracing or banking.
2. The siting, strength and type of barriers.
3. The situation and condition of the entrances and exits.
4. The strength of walls and/or fences surrounding the playing arena and the ground itself and the extent to which they provide protection against unauthorised entry.

5. Fire precautions.
6. The state of stands and seating accommodation, stairs, lifts, handrails, gangways and ramps.
7. The strength and condition of floodlighting installations including fittings, towers and any other tall structures.
8. The efficiency and effectiveness of the public address system.
9. Electrical installations in general.

For Clubs with grounds with a capacity in excess of 25,000.

1. They will comply with requirements (a) (i) and (b) 1 to 9 inclusive.
2. They will, wherever possible, implement the desiderata outlined in (a) (ii), (iii) and (iv).

When Clubs were approached on this subject after the 1946 disaster the majority of Clubs agreed that some form of inspection was necessary. They felt, however, at that time, that it was impossible to draft a set of model conditions to meet all circumstances. They pointed out that most grounds were examined by a variety of officials including the Borough Surveyor, the Club Architect and the Police.

It is true that most, if not all grounds, specified above, are inspected by some authority. Nevertheless, there must be an individual or an authority to give an expert opinion on all the requirements laid down in paragraph (b) (1-9) listed above.

Whilst no attempt is made to define "qualified personnel" they would, almost without exception, include a Surveyor and a Consulting Engineer.

Irrespective of whom the "qualified personnel" are it is directed by the Council that the person responsible for collating the inspection reports shall be an official nominated by the Club.

To ensure that such inspection has been carried out annually and that the inspecting authority is satisfied that all safety requirements have been met, all Clubs in Full or Associate Membership of the Association having grounds with a capacity in excess of 10,000 will be required to sign a certificate incorporated in the annual return to The Football Association (Form A) that all facilities have been inspected by qualified personnel and that they hold signed certificates that all safety requirements have been met.

Clubs with a ground capacity less than 10,000 may on some occasion find that they anticipate a crowd in excess of that figure. On that occasion they should consult with the appropriate local authority and ensure that they have the necessary assurances that their ground satisfies, as far as is possible, the safety requirements listed above.

A further clause will be inserted in the annual return (Form A) which will be signed by the Club Secretary certifying that a safety limit has been agreed for the ground and stating what that limit is.

Failure to meet these requirements could result in disciplinary action being taken against the Club.

The regulations came into force with the return of Form A on 1st October, 1970.

The certificate signed by the appropriate Club nominee shall be in the following form and shall be available in the Club's records for inspection at any time by an officer of, or a member of, the staff of The Football Association.

PART I

(3) While a constable is provided under this section for the assistance of another police force he shall, notwithstanding section 5(1) of this Act, be under the direction and control of the chief officer of police of that other force.

(4) The police authority maintaining a police force for which assistance is provided under this section shall pay to the police authority maintaining the force from which that assistance is provided such contribution as may be agreed upon between those authorities or, in default of any such agreement, as may be provided by any agreement subsisting at the time between all police authorities generally, or, in default of such general agreement, as may be determined by the Secretary of State.

15.—(1) The chief officer of police of any police force may provide, at the request of any person, special police services at any premises or in any locality in the police area for which the force is maintained, subject to the payment to the police authority of charges on such scales as may be determined by that authority. Provision of special services.

(2) In the application of this section to the metropolitan police, for the reference in subsection (1) to the police authority there shall be substituted a reference to the Receiver for the Metropolitan Police District.

16.—(1) The chief officer of police of the police force maintained for any police area may, in accordance with regulations under Part II of this Act, appoint special constables for that area. Special constables.

(2) Subject to such regulations as aforesaid, all special constables for a police area (including persons appointed as such before the commencement of this Act) shall be under the direction and control of, and subject to dismissal by, the chief officer of police.

17.—(1) The chief officer of police of any police force may, in accordance with regulations under Part II of this Act and subject to the approval of the police authority as to numbers, appoint persons as police cadets to undergo training with a view to becoming members of that police force. Police cadets.

(2) Subject to such regulations as aforesaid, all police cadets (including persons appointed as such before the commencement of this Act) shall be under the control of, and subject to dismissal by, the chief officer of police.

(3) Without prejudice to subsection (2) above, the police authority by whom a police force is maintained shall, for the



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

Mark
19 February 1985

Dear Mark

FOOTBALL HOOLIGANISM

I attach a short digest of recent Press comment on what action should be taken to reduce spectator violence at football matches.

I am sending copies to Rachel Lomax (Treasury), Nigel Pantling (Home Office), John Graham (Scottish Office), Sarah Straight (Department of Transport), and Richard Hatfield (Cabinet Office).

Yours ever
Andre

A C ALLBERRY
Private Secretary

Mark Addison Esq

DIGEST OF RECOMMENDATIONS FOR REDUCING FOOTBALL SPECTATOR VIOLENCE,
REPORTED BY THE PRESS, 14-18 MARCH 1985.

Key

DML - Daily Mail, DS - Daily Star, DE - Daily Express, S - Sun,
G - Guardian, T - The Times, DT - Daily Telegraph, MS - Morning Star,
DMR - Daily Mirror, STD - Evening Standard, ST - Sunday Times,
OBS - Observer, STE - Sunday Telegraph, MoS - Mail on Sunday, SMR - Sunday
Mirror, SP - Sunday People, NoW - News of the World, SE - Sunday Express

ACTION FOR FOOTBALL AUTHORITIES

- Strengthen powers over clubs T,ST,OBS
- Bring in membership card system DML,G,STD,ST,STE
- Introduce Local Plans ST,STE
- Ban clubs (permanently or temporarily) DS,DE,S,G,DMR,STD,MoS,NoW
- Suspend clubs from league DS,STD,OBS,SP,NoW
- Fine clubs a number of league points OBS,STE
- Play matches behind closed doors DML,DS,G,STD,STE,SP
- Relegate clubs to a lower division STD,MoS,SP
- Make problem matches all-ticket DS,S,G,STE,SP
- Clubs to pay for policing both in and out of ground DE,T,DT
- Ban supporters for life/announce names of those banned at matches DS,G,DMR,SP
- Clubs pay FA a 'behaviour bond', losing an amount each time trouble occurs G
- Introduce an independent disciplinary body NoW
- Clubs forfeit gate receipts until responsibility has been allocated G
- Earlier kick offs DML,DT
- Tough action on players behaving badly SP,NoW
- Prevent away fans travelling DML,STD
- Provide better facilities in grounds DT

ACTION FOR GOVERNMENT

- Set up more attendance centres DML,DS,DE,T,DT,ST,STE
- Ban alcohol in grounds DML,DS,DE,G,DT,STD,
OBS,STE,SMR,SP,SE
- Ban alcohol on transport to matches DT,STD,STE,SMR,SP,SE
- Introduce 'Scottish' legislation ST,SMR,SP
- Legislate for the courts to impose mandatory detention or attendance orders every evening and every weekend STE
- Reintroduce corporal punishment T
- Reintroduce stocks DML
- Ban British Rail 'Football Specials' DML,STE
- Give powers to local authorities to stop matches DT,G,SMR
- Reintroduce national service NoW
- Make coach operators responsible for their passengers DML
- Licence clubs - give local authorities powers to impose conditions on clubs G
- Introduce new offence applicable to hooliganism T

ACTION FOR THE POLICE

- Bring stronger charges DML,STD,STE,SMR,SP,NoW,SE
- Police to decide level of policing required, not the clubs S,G,DT,MS,DMR,STD
- Search supporters entering ground DT,STE
- Set up national intelligence network STE
- Prevent away fans travelling DML,STD

ACTION FOR MAGISTRATES

- Stiffer penalties

DML, DS, DE, S, G, T, DT, MS, DMR,
STD, STE, SMR, SP, NoW, SE

- More use of attendance centres

DML, DS, DE, T, DT, ST, STE

SOCIAL MEASURES

- Look more at social causes

DMR

- Parents impose more discipline

STD, STE

- Teachers impose more discipline

NoW

- Encourage more participation
in sport by young people

ST

SECTION 101-101-101

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SECTION 101-101-101

SECTION 101-101-101

SECTION 101-101-101

19 MAR 1985

9 11 12 1 2 3



Millwall Football & Athletic Company Limited

The Den New Cross London SE14 5RH

Telephone 01-639 3143/4

Mr. N. MacFarlane,
Minister for Sport,
Department of Environment,
2, Marsham Street,
LONDON, S.W.1.

19th March, 1985.

Dear Mr. MacFarlane,

Following the meeting last Wednesday at your offices when you asked for any information which may have bearing on the increasing hooliganism at football grounds.

Attached are very relevant facts which we would ask you to please place before the committee which Mrs. Thatcher has set up to discuss this matter.

Yours sincerely,

SYLVIA SHAW
Secretary

Directors: A.A. THORNE Chairman B.A. THORNE W.J. NELAN B.F.L. WHITE F.R.I.C.S. J.R. GROSER
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ALCOHOL

At Millwall we have always stated that we are more than prepared to ban alcohol altogether, we presently serve only before the game and at half time in selected area of the ground. The Police and ourselves liaise prior to each game to decide whether this situation requires any alteration. Consequently, on occasion we have served prior to kick off only, or even not at all.

Regretably, football has traditionally kicked off at 3.00 pm for over a hundred years and although a few clubs have advocated that morning kick offs should now be brought into effect, the majority are loathe to do so, therefore, it is impossible for one club to pursue the matter. Last season we attempted Sunday morning 11 am matches when we had 'Ladies Days' and 'Childrens Days' when ladies and children were allowed in free. These were quite successful and appeared to be appreciated by our supporters. This season only one opposing club would agree to a Sunday morning kick off. We have also approached a few clubs this season to play Saturday mornings - again we have been unsuccessful.

Consequently, as things now stand, it is very simple for any supporter to drink right up to kick off time in any local public house, also of course, it is easy for anyone (often as young as 13 years) to purchase alcohol from local supermarkets. The vast majority of supporters are law abiding decent citizens who often enjoy a drink when attending a football game and never cause a problem.

STRICTER PENALTIES

It is apparent that the British public are demanding far tougher penalties for these offenders. Leon Brittan has recently stated that the courts already have sufficient powers to serve these penalties. If this is so, why do Magistrates continue to impose fines or suspended sentences, often on habitual offenders? It is a fact that fines - even large amounts - are very simply paid by holding a collection amongst their friends. If we continue to allow those who wish to destroy British justice to do so, then we as a nation can expect many more instances of thuggery and violence, with or without football.

It should be realised that these people we are now dealing with are violent. Violent in the truest sense of the word, with no respect for property, no respect for the law and no respect for human life. We have recently been told that the birch is barbaric. What we are seeing in our society today is also barbaric, we are not dealing with ordinary human beings. The courts must be made very aware of this and if further powers are required by them, then they should be given those powers immediately.

On 1st September 1984, Millwall played away to Cambridge United and after the game over 30 arrests were made of people from the London area. On Monday 3rd September, Millwall contacted the Cambridge police and requested a list of the names and addresses of those arrested. We made a number of subsequent requests including asking our own local police to assist. To date we have been given no names or addresses.

We cannot be alone in this situation, it is common knowledge amongst football clubs, together with the fact that persistent offenders are often given three months detention or six months detention. A particular case last year came to light when a soccer hooligan had over 20 previous convictions yet received six months detention. That person is now back with the other louts on the terraces of football and in our streets.

At Luton, one youth was seen by his parents, stunned as they watched TV, throwing a seat at the police after the game. Usually he goes to Chelsea. When he returned home, he found that his bedding had been thrown outside and was told that "if he behaved like an animal he might as well sleep like one".

Another 'so called' Millwall supporter who was seen causing trouble at the match was identified as having been banned from all London grounds. A third received three months detention for his second conviction at a football game in the past 6 months. He had previously been fined £250 for the same offence at Leicester City last October.

The above two incidents were reported in the Times and Evening Standard.

FOOTBALL CLUBS SHOULD TAKE MORE RESPONSIBILITY

There are ninety two League clubs, all have soccer hooliganism to a larger or lesser degree, usually dependant upon their geographical location in relation to its environmental situation.

London has a much greater problem and has an element of thugs who do not support any particular team but roam from game to game dependant upon the element of excitement of that match. The metropolitan police are probably more aware of this than elsewhere. It is this element together with each clubs own regular hooligans that has to be tackled. Because of this, we at Millwall actually contacted the two bodies governing Football suggesting that it was our intention to ban away supporters. We had discussed the matter for over twelve months, and although we appreciated all the internal administration problems this would raise - some which seem impossible to overcome, we still felt that somebody had to take a stand and were at that stage prepared for it to be Millwall. Copy letters are attached, these are self explanatory.

We accepted the opinions of both bodies and we still have great sympathy in their reasoning. Nevertheless, continuing problems force us to the conclusion that our arguments carry considerable weight.

Because of lack of support received from the Football League and Football Association, we decided to pursue the matter further during the "close" season. For our next away game v Bristol Rovers, we again took the view that our supporters should not travel and were in the process of taking the decision to stop all away travel. Bristol Rovers contacted us and stated that as they had never had any trouble with Millwall supporters they were imploring us to change our minds.

We will make particular reference to the F.A. Challenge Cup 1st round game v. Weymouth. The outcome of this particular exchange of letters was that Millwall publicly appealed to our supporters to stay away from the game and not to travel. Regretably, around 500 ignored this appeal but a large amount of our supporters obviously appreciated the problems and refused to travel. Weymouth Football Club acted totally irresponsibly. They contacted the Keith Prowse ticket agency and asked if they would sell tickets for the game as Millwall had refused to. To their credit, the Keith Prowse ticket agency contacted our Club and subsequently refused to do so. Had the hooligan element been prevalent at this match, would Millwall Football Club have been held responsible?

Two prominent public figures made statements recently:

Mr. Dennis Howell spoke on television saying that football clubs have the right to refuse admission but they never exercise that right.

Superintendent Bert Aicheson, Head of Public Order, Metropolitan Police remarked on radio that clubs should have an identification system and anyone misbehaving

should have their identification taken away. Only supporters with such identification should be allowed in.

These two remarks have the backing of Millwall Football Club in theory, unfortunately they do not appear to have the backing of the Footballing Authorities nor the police. We have to admit we can appreciate some of their fears.

It is a fact that the police view point is - we must have the hooligans inside the ground, we cannot control them outside. Whilst having every sympathy with the police, and at this point we must state that we have superb relations with our local police, we have to ask if we refuse to admit certain supporters and the police insist that we do, how can we be held responsible?

It appears to us that some very prominent people who have great powers, ought to be fully aware of such facts. These situations occur all over England and as two small examples from first hand knowledge at Millwall:

MILLWALL v CHELSEA 9.10.84. MILK CUP

Meetings took place between both Chairman, senior officials of both Clubs and the police. All those present were pleased with the outcome - an all ticket match was arranged. Furthermore, because West Ham United had a similar game scheduled we waited until they had announced their match date and subsequently arranged to play our game on the same night to minimise 'outside' supporters from London attending. It was firmly agreed that anyone without a ticket would not be allowed in. On the night the police demanded that 507 visiting supporters without tickets be let into the visitors terraces. Who could hold any club responsible for this had the night ended in unruly scenes?

MATCHDAYS AT THE DEN

We have a very good relationship with the police and between their officers and our own staff we have little trouble on matchdays when the team plays at home. However, for many months we have had one problem over which we appear to have no control. A single stile remains open to admit latecomers at each end of the ground. Every home match around 3.20 pm a number of supporters attempt to gain illegal entry by refusing to pay. The abuse our staff is subjected to verbally is not wanted, their support is not wanted. In an attempt to stop this practice performed by louts who have obviously appeared directly from the local public house, we made it clear that we would close the late stiles immediately after the queuing customers were inside. The police asked us not to.

We do not want such people in our ground, we do not want constant abuse, we are prepared to lock them out. How can we be held responsible for their behaviour once inside?

At "The Den" we have some 3,250 seats. Of these almost 1,000 are never sold. We refuse to allow anyone into this area because of the easy access to our pitch. We have on more than one occasion this season turned away money in preference to safety.

SUMMARY

a generalisation, it is apparent that the majority of clubs would not, by choice, agree to banning away supporters, or restricting home supporters. The practicalities of administering such an operation may well prove to be impractical. Also, a number of clubs assume that they would have financial difficulties due to loss of revenue, particularly from those clubs who transport thousands of supporters to away games.

Our Chairman, Alan Thorne was highlighted in the press at the start of this season because of his views. Regretably, he received no support.

At this club we also feel that not enough is done by football clubs in general prior to any game. The lack of co-ordination and lack of contact from the home clubs with the visitors is sometimes almost non-existent.

Some clubs appear to leave the whole aspect of policing the ground entirely to the police. At Millwall, we feel it is essential to liaise for every game, and midweek meetings take place when either party feels the other should be made aware of particular situations. This club take the view that we are entitled to question the number of police at our ground, a remark that would possibly shock some clubs. We negotiate with the police as to where the problem areas may be and ensure that police are stationed with our club stewards in these places. Both the police and the club accept that we have to work together, perhaps this is why we have had few problems at our ground this season. Regretably, it appears to us that not all clubs take this action.

Prior to Luton playing their previous games v Watford, Millwall Football Club contacted both Luton and Watford advising both clubs that in the event of a replay when either played Millwall it would be an all ticket game at "The Den". Indeed, we had the tickets printed for a possible replay and took them to Luton Town on the night of the game. Furthermore, although our ground has a capacity of 32,000 we had voluntarily stated that no more than 26,000 would be allowed in. The police were obviously delighted with our decision.

Where the events of last week at Luton Town are concerned, we will obviously make known facts which we have not included and which are pertinent to that enquiry. However, it is important to point out that we have received literally hundreds of letters from middle aged mature people including a head teacher, housewives, O.A.P's, families, a 38 year old middle management civil servant, a local councillor, former Director of Millwall Football Club now Managing Director of a large company. Family of Watford supporters commenting on the previous round and a 51 year old mother, all of whom make the same points. The match should have been all ticket; turnstiles were inadequate; the ground should have been opened much earlier; insufficient police. Resulting in gross overcrowding of the visitors terrace. Therefore, the initial pitch invasion was not by louts but by decent people frightened that they were going to be crushed to death. We feel that events will prove that the louts who were bound to be there merely exploited a situation which should never have occurred.

Only a few months ago Hull City presented our supporters with a silver salver to recognise that in their opinion, Millwall had the best behaved fans both at home and away in the third division last season.

Can we believe that those same genuine supporters were the "animals, thugs and scum" we read of last week.

PRIME MINISTER

Tomorrow at 1500 you are having a confidential meeting with Mr. John Smith, Chairman of Liverpool Football Club since 1973. You are of course also meeting Ministers on Thursday to discuss football hooliganism and DOE and the Home Office will be putting in options papers for that meeting.

For tomorrow's meeting, I think you will wish to have a look at Hartley Booth's note (Flag A) which sets out succinctly some of the options. Attached to Hartley's note are two press cuttings and relevant extracts from the FA Rule Book.

If you have time, you might also read the DOE Consultative Document (Football Spectator Violence) published last year (Flag B) which Mr. Smith may well refer to.

Environment's note for Thursday's meeting has in fact now arrived and I attach this at Flag C in case you would like to glance through it before seeing Mr. Smith. Paragraph 11 deals with options for Government and the Clubs.

Two further points to bear in mind:

- (i) You have had half a dozen letters or so from identity card firms seeking to sell their wares;
- (ii) The Opposition Chief Whip has mentioned to John Wakeham his belief that football hooliganism is associated with, and in part inspired by, National Front activities.

Mark Adder

19 March 1985

Jack DUNNETT



FWE RM
29/3 Ace 19/3

10 DOWNING STREET

From the Private Secretary

19 March, 1985

↙ with KELB 20/3/85

I enclose a copy of a letter the Prime Minister has received from the President of the Football League Limited, Mr. Jack Dunnett. I should be grateful if you could let me have a draft reply for the Prime Minister's signature by Friday, 29 March.

BT

(Mark Addison)

A Allberry, Esq.,
Department of the Environment

BT

FERB

020



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

4 March 1985

Dear Robin

FOOTBALL HOOLIGANISM

see file cover

I enclose, as you requested, a copy of the official report on Football Spectator Violence published last summer. I gather the duty Clerk at No.10 asked Mr Macfarlane's office separately for a copy of the Football Association's rules, and these are already now over at No.10.

We will include in the briefing we put forward for the Prime Minister a note on press comment on hooliganism. The Home Office has agreed to take on board the Prime Minister's point about the possibility of requiring football grounds to have an entertainment licence.

I am copying this letter to Nigel Pantling at the Home Office only.

Yours ever,

Andrew

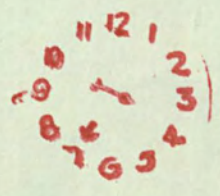
A C ALLBERRY
Private Secretary



1985
MARCH
19

CONDENSATOR

19 MAR 1985



COVERING CONFIDENTIAL



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

19 March 1985

Dear Robin,

FOOTBALL HOOLIGANISM

- in folder

I enclose my Secretary of State's paper for the Prime Minister's meeting next Thursday on football hooliganism.

Copies of this letter and of the paper go to Rachel Lomax (Treasury), Nigel Pantling (Home Office), John Graham (Scottish Office), Sarah Straight (Department of Transport) and Richard Hatfield (Cabinet Office).

Yours ever,

Andrew

A C ALLBERRY
Private Secretary

Robin Butler Esq

Alcohol on Trains

7. British Rail has a discretionary power to prevent alcohol being taken on board or consumed on all categories of service - whether chartered, sponsored, "specials" or normal services. The majority of trains carrying football spectators travel "dry". It is open to the Transport Police to take action against anyone who is drunk at a railway terminus, and to travel on "football specials" to maintain order. Both the police and the British Transport Police have developed considerable expertise in controlling football crowds.

Alcohol on Coaches

8. Regulations made under the Transport Act 1980 give powers to the traffic commissioners to attach conditions to the licences of public service vehicles carrying passengers to professional football matches. These conditions may cover such matters as the banning of alcohol on the coach and the exclusion of drunken passengers from the coach. No further legislation is required to provide the commissioners or the police with further powers.

How are traffic commissioners involved?

POLICE ACTION TO PREVENT FANS TRAVELLING

9. Police action to prevent fans travelling based on police action during the miners' strike which turned back pickets en route to pits is unlikely to be successful. The vast majority of football spectators are lawabiding: attending football matches is entirely lawful and it would be hard to imagine circumstances in which it would be appropriate to turn supporters back against the possibility that they may cause a breach of the peace.

No McCann's party

LICENSING OF CLUBS

10. The Safety of Sports Grounds Act 1975 gives power to the Home Secretary to designate sports stadia with a capacity of more than 10,000, after which they require a safety certificate from the local authority. The authority has discretion to impose terms and conditions governing the admission of spectators, including a ceiling on numbers, and requirements about crush barriers, exits, layout of terraces and stands and police cover.

What is the local authority?

on B/up. file

● Mr. Robin Parfiter

re: Sussex Road

I have just discovered
that the Chairman of
London F.C. is Mr. David
EVANS who I know
well and ^{who} the P.M.
has met several times
Co-incidentally he will
be here this evening

2. Evans is bringing with him a memorandum for the P.M. which I will send over but I think that Evans should be included in the list of various Soccer Club Managers whom the P.M. proposes to see.

3. Evans is Chairman of Blythe Green Holdings etc.

Who as you may know
do the privatised 'Just
Collection' for local
Authorities and other
Cleaning Services and is
a very staunch supporter
of the Party

D 18/3

Ground closures and special jails urged in fight against soccer thugs

By Our Scotland Yard Staff 23

SOCCKER clubs who have persistent trouble with hooligan supporters should have their ground safety licences revoked, forcing some of them to close down, the Police Federation have told the Home Office.

And after more weekend outbreaks of soccer violence an MP has asked Mr Brittan, Home Secretary, to introduce special prisons for hooligans.

"A minimum sentence should be one year of removed weekends," said Mr Charles Irving, Conservative MP for Cheltenham.

"Weekend prisons should be offered to the magistrates as a penalty to impose with the greatest vigour not only on football hoodlums but also on all those who go around at night beating up old folk and terrifying people in their home," he said.

The call comes in the wake of violence by Millwall fans following their club's defeat in the FA Cup at Luton five days ago.

List of shame

On Saturday the names of seven hooligans were read out to thousands of fans at the ground of Sheffield Wednesday minutes before their match with Luton Town.

The seven have been banned for life by the First Division club and the "list of shame" was read over the public address system.

One of them, John Lynch, 32, said yesterday: "I was stunned when my name was read out. I feel so ashamed for the club and my family. The club has banned me and I have banned myself."

He was fined £400 for causing actual bodily harm. He and six others were arrested after last Wednesday's match at Leicester and they were fined a total of £1,700. The other six were charged with threatening behaviour.

Mr Howard Wilkinson, manager of Sheffield Wednesday said: "These people should not be called soccer fans. They are hooligans and have no connection with soccer."

On Saturday a baton charge by mounted police was used to disperse rival fans in a park adjacent to Brighton's Goldstone Ground after Brighton's clash with Oxford United.

Seventeen youth were arrested, 15 of those came from the Brighton area. Three are charged with assault, the rest for public order offences.

Pc Stuart Harrison, 24, was recovering at home from head and chest injuries yesterday after he was battered to the ground and kicked repeatedly as he attempted to make an arrest amid hundreds of ram-paging fans after the match.

Unruly behaviour

The Police Federation, which represents 120,000 policemen, claims that under the provisions of the Safety of Sports Ground Act clubs with a capacity of more than 10,000 spectators are inspected and granted annual licences by local authorities and these should be withdrawn if unruly behaviour continues.

There should also be a complete ban on the sale and consumption of alcohol in grounds and clubs should foot the bill of policing both inside and out of their stadiums. At present clubs hire policemen to deal with crowds inside grounds but local police are responsible for keeping the peace outside.

In the Metropolitan Police the cost of hiring a Pc is from £14.07 an hour to £27.67 an hour for chief superintendents. The minimum charge to clubs is for three hours.

TV watch

"We have been calling for a tough line to be taken with clubs for 12 years. We are well past the stage where some clubs can handle crowd problems and something needs to be done. We have told the Home Office that there should be earlier kick-offs and a ban on alcohol," said a spokesman for the Federation.

The Association of Chief Police Officers has sent a detailed report on the measures they believe are needed to stamp out soccer violence to Mr Neil Macfarlane, Sports Minister.

The measures include better access to grounds, adequate policing both inside and out, closed circuit television to provide a faster method of identifying trouble spots and offenders and a ban on the sale of alcohol at grounds, and on

coaches and trains bringing supporters to matches.

In addition there should be enough policemen to search supporters entering the terraces and more time for senior police officers to plan for trouble.

But the Association also want the courts to play a greater part in stamping out the hooligan menace. Magistrates should impose more maximum sentences and the Home Office should build more detention centres which football hooligans must attend on match days.

The report was prepared by A C P O's standing committee on soccer violence under the chairmanship of Mr James Anderton, Chief Constable of Greater Manchester. He agreed that while the cost to clubs would be high, the measures were necessary to stamp out trouble.

'SOCCER WAR CABINET' Special plan denied

OUR POLITICAL CORRESPONDENT writes: Although the Prime Minister has taken control of the Government's response to football hooliganism, she is looking to the football authorities, police and courts rather than the Government to act.

Mrs Thatcher feels that the Football Association and the Football League have not done enough to stop violence and she certainly has no plans for the Government to embark on any costly counter-measures.

Reports that she had set up a special "soccer war Cabinet" were denied yesterday. What was happening, it was said, was that the Prime Minister was having talks with Mr Brittan, Home Secretary, Mr Jenkin, Environment Secretary, and Mr Ridley, Transport Secretary.

Earlier Mr Kaufman, Labour's Shadow Home Secretary, said that the new priority being given by the Prime Minister to soccer violence highlighted her "complete lack of concern about mass unemployment." He said she had "very belatedly woken up to the problems of violence in our society."

He added: "If Mrs Thatcher can personally head an urgent war Cabinet to deal with soccer violence why does she not do the same to work out urgent plans to fight mass unemployment? Is it that she fails to realise the disruptive effect of mass unemployment on society in general and among young people in particular?"

"Or is it simply that she just does not care, or that her objective is to seek headlines rather than seeking a genuine cure for our social ills?"

Readers Letters—Facing Page

THE OLD MEN of Lancaster Gate show no courage in quelling hooligans—and I don't suppose tomorrow will be any different.

That's when they pronounce on the semi-final riot at Stamford Bridge when Sunderland knocked Chelsea out of the Milk Cup.

On past form, we can almost expect Chelsea chairman Ken Bates to receive an illuminated scroll of appreciation for restricting supporters' high spirits to a mere three pitch invasions, a bit of javelin-throwing at the police horses and only one assault on a Sunderland player (that's if you don't count the scuffle later in the players' lounge!).

The country demands action but the FA, after already dithering for five hours over an open-and-shut case, will probably fudge again by saying Chelsea took all reasonable precautions.

Yet it's my impression that Chelsea's security fence has had more people through it than the Mersey Tunnel, although the club insists it's adequate.

ERRATIC

It's my impression, too, that the erratic Mr Bates could be the wrong chairman for a club needing to tone down the violence.

One day he calls the fans scum. Another day he offers to pay their legal expenses.

And most other days he claims their reputation is exaggerated.

His own programme notes sometimes read like the work of a hooligan with a typewriter.

And, so far, I've not heard him complain of the language and chanting near him in the main stand by people who wouldn't have been out of place at a Nuremberg Rally.

Anyway, to the great relief of terrorised resi-

dents, Chelsea may have no more than three seasons left at the Bridge before being told to get out and make way for housing.

**Kick
them
out!**

They are probably going into digs at Crystal Palace, though I feel a move to Broadmoor would put them nearer their supporters. Meanwhile, football is entitled to a little rest from Chelsea's activities and so the most fitting punishment tomorrow would be expulsion from next season's Milk Cup.

That's the competition they disgraced themselves in, so that's the competition they should be excluded from.

And the same applies to Millwall in the FA Cup, when their case comes up. Luton v Millwall wasn't the worst crowd trouble I've seen but only—until the final baton charge—the worst-policed.

The shocking statistic wasn't the number of £1 coins catapulted at the 'keeper (Millwall's hooligans must be affluent).

It wasn't the number of seats ripped out, the total of windows smashed

or the duration of pitch invasions.

No, what shocked me was the figure of only 31 arrests from 8,000 law-breakers. Might the bank-robbers hiding out on the Costa del Sol be just as safe in Bedfordshire?

WRECKED

Or are police starting to wonder why they should stick their necks out while the FA take no action against the clubs and the magis-

trates let fines be paid at £10 a week.

Every soccer outbreak brings in its train the usual quota of gaga solutions. Identity cards, for example.

Within a year, gates will be halved or nearly every turnstile wrecked if the clubs ever stand for cards.

Then there's moats. Even Denis Howell proposed moats although, as former Minister of Sport, he ought to know our cramped grounds better.

It would cost each League club about £180,000 for a 10-foot-deep moat around their pitch. Even if space could be found.

For instance, if a moat is dug at Highbury, the wingers would need aqualungs.

It's not moats or cards that football really requires but determination at the top, and a resolve to stop bleating: "Oh, these terrible people are not football supporters."

They are football sup-

porters, that's the trouble. And they've nothing else to care about but Chelsea or Millwall.

So hitting the clubs hurts the hooligans and—until the FA grew so windy—an occasional ground closure never failed to improve behaviour.

Banning their teams from cups should be even more salutary.

Have the FA the nerve to do it?

MIKE LANGLEY
SPORTS JOURNALIST OF THE YEAR



WE'RE COMING! Chelsea fans celebrate promotion to the First Division last season.

S18

SPORT 3

Violence: Where the buck stops

31
After Luton, COLIN MALAM pinpoints where the real responsibilities lie for containing soccer riots

WHEN the definitive history of soccer hooliganism comes to be written, let us hope the sixth round FA Cup tie between Luton and Millwall at Kenilworth Road on the evening of Wednesday, March 13, will be identified as a turning point in attempts to bring the problem under control.

As a veteran campaigner for effective, concerted action against this pernicious social phenomenon, I find what has happened during the last few days quite extraordinary. Never before in its 20-odd years of existence has soccer hooliganism claimed the attention of the nation so completely and on such a grand scale.

Outrage has been a common enough response to the regular outbreaks of the "English disease," as it is called on the Continent. But I cannot recall its having dominated the media so absolutely for so long.

The riot by Millwall fans, and the public reaction to it, has been a front page story in every newspaper and has led just about every news bulletin on radio and television. It was the subject of the first question on BBC TV's prestigious "Question Time" and it has been debated heatedly in the Commons.

It has even, glory be, forced the Prime Minister and the Home Secretary to take notice at long last. If you were of a fanciful turn of mind, you might liken it to the prince's kiss which awoke not only Sleeping Beauty from her trance but brought the whole palace back to life again.

So far, all efforts to combat the hooligans have been handicapped by a lack of political will in successive governments and by the relative impotence of those usually entrusted with the job: the Minister for Sport of the day and the Football Association.

A possibly crucial difference this time is the realisation by the current Home Secretary and Prime Minister that they can no longer duck the issue. Finally, these two immensely powerful and influential figures seem willing to accept that they have a leading role to play in what is largely a matter of law and order.

It must be said, however, that

Mrs Thatcher's early pronouncements have not been particularly encouraging. Take her demand that the FA tell her within a week exactly what they intend to do about clubs with a history of hooliganism by their fans.

It might have struck the forceful, no-nonsense note the public expects to hear from her, but it showed an ignorance of the situation on two counts. In the first place, her Minister for Sport, Neil Macfarlane, has been putting much the same question to the FA for some time now.

At this very moment, Macfarlane and his advisers are nearing the end of a seventh-month consultative process during which all interested parties—the FA and the Press included—have been grilled on their ideas for eliminating soccer hooliganism.

In the second place, the Prime Minister clearly does not realise just how limited are the powers of the FA. Conceivably they could decide to ban offending clubs from their own competition, the FA Cup, but their jurisdiction in other tournaments extends effectively only as far as ordering the closure of grounds.

Even in the FA Cup, the FA could not be sure of making their punishments stick. Ever

since Don Revie, the former England manager who defected to the Middle East, successfully challenged in the High Court the 10-year ban on his working in this country, football's senior ruling body has been extremely nervous about the legality of its disciplinary powers.

Indeed, "Football Spectator Violence," the report of an official working party set up by Macfarlane as the starting point for his consultative process, recommends "that the FA reviews and better defines its powers and procedures and the responsibilities of the clubs."

One suggestion implicit in the recommendation is that the FA might follow the lead of UEFA the ruling body of European football, and hold clubs responsible for the behaviour of their supporters. But that hard-line policy, questionable on the grounds of natural justice, has not led to any noticeable diminution of British hooliganism abroad.

So far, of course, UEFA has only once applied the ultimate sanction by banning Leeds from European action in 1975, although Celtic must have come mightily close to joining them after the attacks on Rapid Vienna players by drunken fans in the replayed European Cup-Winners' Cup match at Old Trafford last December.

For all its faults, "Football Spectator Violence" is a useful document. It has already aired most of the measures—short of flogging—proposed since last Wednesday as solutions to soccer hooliganism, and it could lead to some productive conclusions with the Prime Minister's backing.

Among other things, the report recommended that the authorities should examine the feasibility of introducing a membership card scheme for football supporters, of installing closed-circuit TV cameras at grounds and of curbing the sale of alcohol.

It also questioned why it is not possible for the police always to press charges against offenders and urged magistrates to make more use of the extended powers, such as committal to attendance centres, made available to them by the Criminal Justice Act 1982.

Just about the only practical solution not included specifically in the report is that all football pitches should be completely fenced off from the areas occupied by spectators. The fact that Luton's pitch is not fully protected in that way exacerbated the task of the police the other night without doubt.

With the benefit of hindsight, it is clear, too, that the match

ought to have been made all-ticket and that the police presence should have been even greater initially than 200 officers. But such omissions could be avoided in future if Macfarlane succeeds in his laudable attempt to integrate all the forces of law and order.

What he is trying to achieve is complete cooperation and co-ordination between the Football Association, the Football League, the 92 League clubs, the various police forces up and down the country and the magistrates. All he really needs is their goodwill and the political clout only the Prime Minister can supply.

This is an enormously complex problem he is tackling and "Football Spectator Violence" is only being realistic, I think, in taking the view that all the Minister for Sport and the football authorities can hope to do is tackle the symptoms of soccer hooliganism.

A complete cure, the report hints, would require a more wide-reaching investigation. "It may be that football violence would respond ultimately to social remedies. We were concerned with specific and practical effects and remedies, especially in the short term."

Nevertheless, a law and order government cannot be absolved from a responsibility to discover the reasons for soccer hooliganism and the manifestations of social unrest seen at other sports such as cricket, boxing and, in Zola Budd's case, athletics.

There are many dark forces at work here, among them unemployment, deprivation, exploitation by extreme political groups, loss of identity, loss of purpose and plain boredom. Mrs Thatcher is probably right, too, when she calls for more parental control over young people. But those days are gone, I'm afraid.

We live now in a savage, uncaring age when television glamorises everything to such an extent that few are prepared to be mere onlookers any more. The hooligans, certainly, want to participate directly in the big events, and the government would be well advised to call in the sociologists while they are using the big stick. Both are absolutely necessary.

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THE FIRST steps towards bringing the Olympic Games to Britain for the third time will be made on Tuesday in London, when the British Olympic Association hold their quarterly meeting. Princess Anne, the president, will hear Charles Palmer, the chairman, reporting on the initiatives made by Neil Macfarlane, the Minister for Sport, to stage the Games in Britain. The officers of the BOA have met the minister, and the

Department of the Environment have undertaken preliminary studies.

The outcome will be that the BOA recommend to their member bodies that cities interested in making bids put forward their case. Manchester and Birmingham have already shown an interest, but the only likely winner in one of the world's biggest commercial tenders is London, bidding for 1992.

Aldermen of the city have discussed the prospect this week, and the next logical steps will be talks with the Government. Then, as happened in 1946, the Lord Mayor would present a formal notification of London's desire to be host to the Olympic movement. Here John Rodda shows how London can present its case for the Games, and looks at the people who would play a decisive role.



PRIME MOVERS . . . Clockwise from left: Christopher Chataway, Sir Roger Bannister, Princess Anne, Sebastian Coe, Cliff Morgan and Richard Meade encircle Wembley, focal point of London's bid for 1992. Montage by David Turner

SIX KEY PERSONALITIES

PRINCESS ANNE

President of the British Olympic Association and Olympic competitor. Has sufficient knowledge of the Olympic movement and London to put the case with force yet taste. Could help by entertaining wavering IOC members who happen to be passing through London.

SIR ROGER BANNISTER

Not really part of the Olympic scene since he attended the 1968 Mexico Games as The Times Cor-

respondent. But the charisma of that four-minute mile, his recent connections with the International Council of Sport and Physical Recreation and his knowledge of the international sporting scene would be valuable.

RICHARD MEADE

Multiple Olympic medal-winner in the equestrian events, which have a strong following among IOC members. Extremely good at promoting the Olympic message.

CHRIS CHATAWAY

Will be remembered by many IOC members for his battle with Vladimir Kuts. (He might even twist a Soviet arm or two London's way.) Probably needs briefing on the latest Olympic history, but would be a good front-man.

CLIFF MORGAN

Would lead an important sector of the bid, spelling out the value of the BBC's sports television production.

IOC members are worried about the image which television has recently given their movement, and many of them know about the high quality the BBC achieves.

SEBASTIAN COE

Worth a few votes at least, after his thundering speech to the IOC Congress in Baden Baden four years ago and his past Olympic exploits. Member of two IOC commissions, known to many IOC members who like to talk to gold-medal winners.

7/11a

HOW LONDON CAN WIN THE ¹⁵ GAMES

THE VOTING

BIRMINGHAM'S new sporting infrastructure and Manchester's Bob Scott, the visionary leading the campaign to bring the Games to the North-west, may have parts to play in the Olympic story of 1992, but their roles will not be as hosts. Whether the athletes run around a refurbished Wembley or a new sporting shrine out on the Isle of Dogs are significant parts of a jigsaw which must be completed quickly, but the key task for the moment is to convince 46 members of the IOC that London is the place to stage the Games of the 25th Olympiad.

While there are any number of commissions, national Olympic committee leaders and international sports federation heads involved in advising on the city with the best facilities, it is the votes of the 90 members of the IOC, a private, self-perpetuating club, which will decide the issue in a secret ballot.

The members will be faced with a substantial similarity, either in plans or hard concrete, of sporting facilities offered by the competing cities for the 23 sports which now make up the programme. Olympic villages and transport systems may be compared, but it would be only human nature if a percentage of members, in their late sixties or seventies, and hoping that they will still be alive for the Games of 1992, considered their creature comforts.

Three weeks in the Dorchester or Savoy, a couple of nights at the Royal Opera House, the possibility of a banquet at Buckingham Palace or a reception at Windsor, and all the other facets which London life offers, may be preferred, in the

final analysis, to the rival attractions of Brisbane, Belgrade, New Delhi, Barcelona, Paris and Amsterdam/Rotterdam. The other six candidates.

London is a late runner in the race, which could be a valuable asset. Barcelona, the favourite, has done much heavy canvassing, and must continue to do so for another 18 months to maintain the momentum.

The BOA's first action, once they have decided that a London bid is viable, must be to notify the IOC by May 15. By the end of that month a London delegation should be mobilised to attend the IOC session in Berlin.

The Lord Mayor of London should be there to host a reception for the IOC members, and the delegation should include people with an Olympic identity, people in whom the members might identify the excellence of British sport, such as Sir Roger Bannister, Christopher Chataway, Sebastian Coe, Michard Meade and Colin Moynihan; people who could put the London case lucidly and without any commercial overtones.

A recent circular from the IOC discourages candidate cities from inviting IOC Members, but in the 18 months before the vote on October 17, 1986, IOC members ought to visit sporting events in Britain, such as Wimbledon and the 1986 world rowing championships. The organisers of those events must be helped to provide the necessary hospitality; the London committee must quickly learn that securing the Games is a tough business, but that with subtlety the prize can be won.

THE FINANCE

FUNDING the Games was a hazardous business until Peter Uebberoth, president of the LA Games organising committee, came along, studied previous Olympic reports and found that building new venues was the road to bankruptcy. The only two venues specifically built for the LA Games were underwritten by private corporations.

The start of the London operation must be funded either by Government or from the private sector. It would hardly be expecting too much for Government to double the Sports Council grant for the next seven years, giving the Games organising committee a starting "float" of around £200 million.

By 1988, the committee would need to have agreed a television contract with one of the major American networks, or a cable television company. Cable TV is a growing area in the States, and could help to push up the bids. It is difficult to estimate a figure, but with the major athletic events tak-

ing place late in the evening during July and August, close to prime-time viewing on the US East Coast, around \$400 million for the rights would be acceptable for budget purposes.

"Of the current candidates, London and Paris are best for us," says one executive of an American network. "There is so much we can do with London, and we've been televising events like Wimbledon for years."

A selective group of major sponsors, probably contributing £5 million or more each, should bring in £150 million-plus. Ticket sales would not produce the revenue which the sky-high prices of Los Angeles achieved, but tickets paid for well in advance would still provide valuable revenue for the organisers.

One of the best potential sources of Olympic income, and one not fully explored in the past, is a properly managed and developed coin marketing programme, which would require Government legislation as soon as possible after a successful bid.

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THE VENUES

BRITAIN may be short of modern purpose-built sports facilities, but there are plenty of arenas, many with valuable historical connections, capable of staging the Olympic events. Wembley Stadium conjures a magic worldwide, and with tennis now on the Games programme, Wimbledon gives a London case further impetus.

Swimming could be held at Wembley (removing the existing concrete) or Earls Court, which would need major adaptation. But the best choice would be Cophall Stadium, Hendon. The Sports Council are considering Cophall as the site of a new indoor complex, and could decide to build a

swimming pool plus an indoor arena, which could then be used instead of the Sports Arena at Birmingham. Alternatively, Cophall could become the judo venue instead of the Royal Albert Hall.

Sir Arthur Gold, vice-chairman of the BOA and a firm supporter of a London bid, believes that a new housing development on land at Kingsbury would be sufficient to provide accommodation for the anticipated 12,000 competitors.

It is essential that the London bid should indicate a single Olympic village, unlike the Los Angeles arrangement, but with the exception that the oarsmen and canoeists would be housed in Nottingham and the sailors close to Cowes.

SPORTS — SITE BY SITE

Archery	Hyde Park	Shooting	Bisley
Athletics	Wembley Stadium	Swimming	Various alternatives
Basketball	New Wembley Arena	Soccer	Wembley (final)
Boxing	Wembley Arena	Table Tennis	Birmingham and Wembley Arena (finals)
Canoeing	Holme Pierrepont, Nottingham	Tennis	Wimbledon
Cycling	Various alternatives	Volleyball	New Wembley Arena
Equestrianism	Windsor and Badminton	Water Polo	Crystal Palace
Fencing	Festival Hall (finals)	Wrestling	New Wembley Arena
Handball	Crystal Palace and Wembley Arena (final)	Weightlifting	Wembley Conference Centre or Barbican Centre
Hockey	Willesden	Yachting	Cowes
Judo	Royal Albert Hall	International Olympic Session	The Guildhall
Modern Pentathlon	Crystal Palace	Olympic Village Housing Development	Kingsbury
Rowing	Holme Pierrepont, Nottingham		

THE WEMBLEY FACTOR

THE LONG list of companies in the outer hall of Jarvis Astaire's office in Cavendish Place, London is an indication that his interest in boxing can only be a working hobby. His property company directorships include the position of vice-chairman of Wembley. Astaire sees that site as the focal point of the 1992 Games.

"London is the ideal city for the Games, and Wembley must be the centrepiece," Astaire says. "We already have plans for an eight-lane athletic track, there will be 20,000 new seats for the Milk Cup Final this month, and we can have 80,000 people in the stadium for the athletics, with a better view than most had at Los Angeles. Many people were too high there."

"We also have plans to extend the present arena to a capacity of 14,000, and to build another arena for 20,000. The Conference Centre could be used for weightlifting or wrestling, there are ample catering facilities, and the other space in the Centre could be used as a communications centre for the Press."

We also have a new exhibition hall, and a new road into Wembley from the North Circular is under construction."

Astaire believes that once



ASTAIRE: Planning major redevelopment

the City of London take the decision to bid, and start talking to the Government about support, then there will be sufficient private investment available for all the Wembley Olympic projects.

"Of course Government should support the venture, and possibly the Cophall Stadium plan, if that is thought to be part of the scheme," Astaire says. "It would not be a subsidy for sport, but an investment."

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7/15

BRITAIN WEIGH UP BID FOR OLYMPICS

SA

By PAT BESFORD

A PIPE DREAM or a reality? That is the question to be answered by the National Olympic Committee in London next Tuesday when they discuss the possibility of a British city mounting a bid to host the 1992 Olympics.

London, Manchester or Birmingham have been put forward as serious, though last ditch candidates.

Early reactions were that too much had to be done in too little time if an application were to be ready for submission to the International Olympic Committee by the spring of next year.

Mary Glen Haig, one of Britain's two IOC members, had a similar reaction when the idea was first floated. "But on thinking it over I remember that we are at our best when our backs are against the wall. The Olympics is something this country needs and it would help us get badly needed sports facilities," she said.

"Talking to industrialists I've been encouraged to feel that the money could be found. And I think the public would also rally round."

Six excellent presentations from a joint Amsterdam-Rotterdam project, Barcelona, Belgrade, Brisbane, New Delhi and Paris, who have spent millions on their feasibility studies, are in the pipeline.

would have a great deal of building to do.

Charles Palmer, chairman of the British Olympic Association, said: "We have a terrible paucity of indoor facilities compared to almost every other major country. For example we would need four indoor sports hall each seating around 10,000 people.

"To get the Games would be a great advertisement for British sport and there is a lot of goodwill for British sporting value and history around the world.

"We would welcome any viable bid from any city in the country but would not endorse any application going forward to the IOC unless we were convinced that the Olympic Games could be staged in a manner to bring credit to this country."

Manchester, Birmingham and London may like to remember that the capital city successfully put on the 1948 Games, in only two-and-a-half years just after the end of the War. The project was not so big then but nor was the time available.

Britain could come in late and win so long as there is the political will and support to have a go.

Nepotism questioned

Barcelona and Paris had been thought the favourites to win the necessary 60 votes from the 89 members of the IOC.

Yet if the former were successful this could look like nepotism by IOC President Juan Antonio Samaranch, from Spain, while Paris are rumoured to have two organising groups vying for the honour of bidding. Now Holland are thought to be in the lead.

London, which hosted the 1908 and 1948 Games, spent 18 months in 1978 and 1979 carrying out a feasibility study to become the first city to stage an Olympics for the third time, in 1988.

Two projects were examined and abandoned. One, based on developments in docklands, was costed at £750m plus £452m for road and rail improvements. The other, centred on stadia at Wembley, came out at £456 plus £109m. These figures could be doubled by 1992.

Unlike Seoul which had most of its major facilities ready or close to completion when awarded the 1988 Games in 1981, Britain

**DAILY
Mirror**

THE REAL THUGS

THE TORY MP for Luton, John Carlisle, wants the hooligans who support Millwall to suffer as his constituents suffered. Does he want the police to go and smash their windows, to behave as they did—as hooligans?

I'm not against stiffer sentencing but it will not reduce the level of violence.

It's been tried and failed.

Remember, some years ago the Tories were going to solve the problem of juvenile delinquency by short sharp punishment.

The first centre for administering this chastisement was in Scotland. Last week a government report found that the experiment was an unqualified failure.

To concentrate exclusively on

the punishment angle is a waste of time.

We should be looking at the social causes for the violence in our urban areas.

In most of our cities, particularly in the poorer areas, decay is all around.

A society which deprives people of the hope that things might get better is in deep trouble.

Many of our youngsters are faced with a life on the dole interspersed with the occasional dead-end job. To inflict this on youngsters is a crime. It can only lead to despair, which can often breed mindless violence.

The real delinquents in our country are the Tory politicians who have taken all hope away from people and communities. They need a short sharp lesson at the next election.

Daily Mail

Stock answer to hooligans!

MY father refuses to let me attend soccer matches because of hooliganism and fighting. So I began to think of more effective punishments than the paltry fines often paid by parents.

Why not reintroduce stocks, place them on the touchlines and let those whose football entertainment is spoiled by louts show them the error of their ways in a fruitful (and vegetable!) fashion?

ADRIAN BALL (12),
Blackpool.

THE TIMES

Grappling with football violence

The scourge that blights the terraces

By Nicholas Rothwell

Throughout the past two years of mounting football violence, experts and government study teams have been grappling with the basic questions: what triggers football riots; what are the root causes and how can the violent hordes be contained?

Professor John Cohen, professor of psychology at Manchester University, suggests that "the game itself is an incarnation of violence; the match a sort of Saturday poultrie bringing a week's frustration to an end".

The former Archbishop of Canterbury, Lord Coggan, recently spoke of "eruptions of violence among the young because they are frustrated and in some ways hope-less".

The most thorough study of soccer violence since the problem flared to its latest level is the report of a Government working party on curbing hooliganism, published last

August. The Department of the Environment study said matches between "high-risk clubs" should be played during mid-season and not on Bank holidays.

That report also advised that: high-risk clubs should not play away at large seaside towns during public holidays; a "league table" of clubs with a bad record of violence should be drawn up and electronically read membership cards for supporters should be introduced.

The only sure way to prevent violence inside football grounds was to prevent potential hooligans from gaining access.

"The basic principle would be that access to football grounds would be limited to members of a recognized supporters' club or a national supporters' club; enforcement would be through an electronically read membership card at the turnstiles", the report said.

"Membership would be with-

drawn from anyone found guilty of violence associated with soccer."

Much of the pressure for "ID" cards comes because of concern over rioting by British supporters in Europe.

The first report by European governments on football hooliganism dismissed the idea of a card system as being too expensive.

The European report, published in 1983, listed tough recommendations for dealing with football violence and recommended jail for fans who commit violence abroad, with sentences served in the country of conviction.

The report also emphasized the need to segregate supporters, to restrict the sale of alcohol near grounds and for police and football authorities to co-operate closely.

The 1984 Government report on Football Spectator Violence points out that the difficulty is limited, but still present.

"Violence at domestic football matches is sporadic and local and associated with a relatively small number of clubs."

This will be scant consolation for the victims of the violence at this week's Luton-Millwall match - and the recommendations of the official report may not be firm enough to deal with this crisis.

In particular, the report avoids calling for a ban on alcohol at games, although this measure was extremely effective in limiting violence when introduced in Scotland.

The debate about football violence will have to adjust to the new reality of today's soccer match. The only means of controlling the supporters, short of a thorough-going re-examination of the entire process of policing them, may be that chosen yesterday by Brentford, which simply cancelled its scheduled game today against Millwall.

Scenes of hooliganism on an unprecedented scale at Luton on Wednesday night and at Chelsea early last week have brought a swift response from the Government. Now action is needed, argues **DAVID LACEY**, who suggests untried remedies.

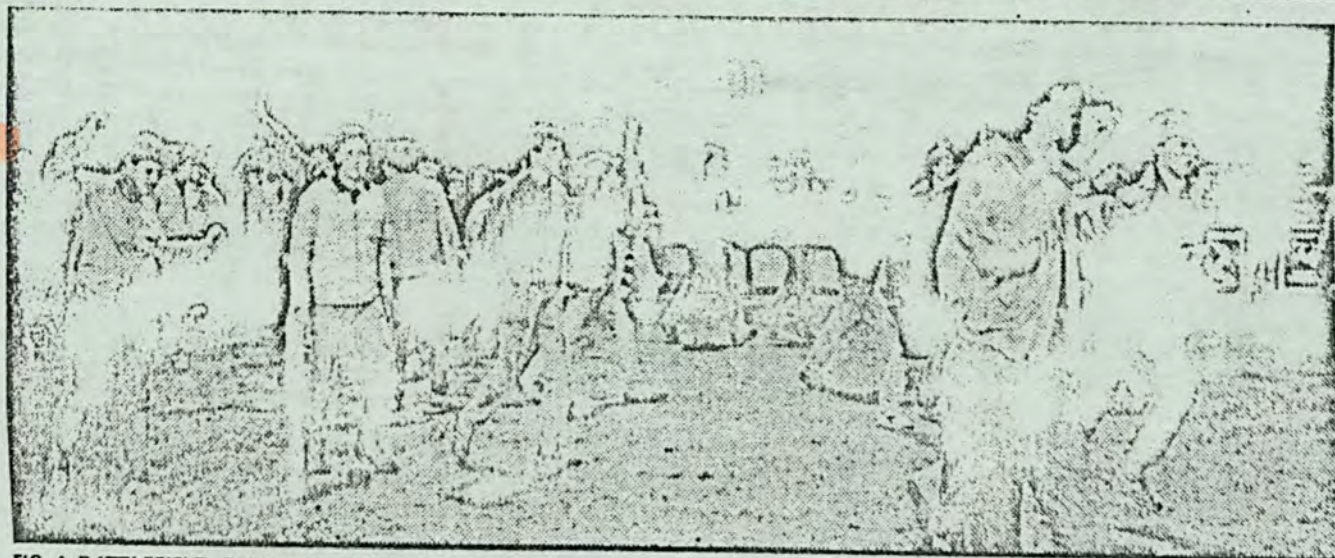
THE FA disciplinary commission visit Stamford Bridge today to dig for new solutions to the hooligan problem — but in old ground. Already the purpose of their visit has been overtaken by a savage chain of events.

So much has happened since the second leg of Chelsea's Milk Cup semi-final against Sunderland was disfigured by crowd violence 11 days ago. Ipswich supporters visiting Norwich for the other semi-final went on the rampage in the city centre and caused thousands of pounds worth of damage.

Austrian police accused Liverpool fans of violence and robbery in Vienna, during which the metro was halted for 5 minutes. Four sets of supporters fought each other as they passed through Chesterfield — the local team were playing at Exeter — and two young men who invaded pitches to attack a player or the referee were bound over, rather than fined or imprisoned, because they each came before the court as the result of a complaint, not a criminal charge.

Indeed the fellow who went for the referee at Crystal Palace became not only an instant anti-hero in the tabloids but appeared on a breakfast television programme to explain how he would continue to watch his team even if attempts were made to ban him from the ground.

The judgment of those responsible for this interview belonged to the back of a cornflake packet: today a football hooligan, tomorrow a star. No wonder the secretary of Bristol City, a former policeman, has resigned because he is fed up with having to watch crowd violence instead of football.



IT'S A BATTLEFIELD: Police were driven back as these "Millwall supporters" ran riot at Luton's Kenilworth Road ground on Wednesday

All of which culminated in Wednesday night's scenes at Kenilworth Road, where Luton's FA Cup quarter-final against Millwall was held up for 25 minutes in the first half because of a pitch invasion and was completed amid repeated threats of a recurrence. The game ended in a riot which spread into the town, leaving the now-familiar list of injuries to police and public and damage to property.

No praise can be too high for the referee, David Hutchinson, coincidentally a police inspector, for his courage in getting the match finished. The question that must be put to the football authorities and the Government concerns how long they are prepared to allow people like this, whose

involvement in the game is largely a hobby, to hold the line.

When they have dealt with the Chelsea affair the FA will turn, with some weariness no doubt, to Millwall, whose history of crowd violence stretches back more than 50 years and includes a riot during a FA Cup quarter-final against Ipswich in 1978. They are entitled to ask themselves why the troublemakers, loosely labelled "Millwall supporters," numbered more than double the average home gate at the Den.

Already there is the suspicion that this tie was a rallying point for certain violent elements south of the

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A way to beat the thugs

Thames to confront the police, that the troublemakers were not interested in the football but used it as a pretext to cause a disturbance.

However, even if this is true, it does not absolve football from the responsibility to enforce its own rules and if necessary harden them. If the FA disciplinary commission comes away from Stamford Bridge merely calling for stiffer sentences from the courts then that responsibility will have been shelved. As it is they can hardly back away from the issue now that the Prime Minister has summoned football's leaders to Downing Street to tell her what they intend to do.

When UEFA met yesterday to make a final decision on the venue for the 1988 European Championship, England had been clinging to the slim hope of getting it because West Germany, the first choice as hosts, had become involved in a political wrangle over West Berlin. But, not surprisingly, West Germany were chosen and Bert Millicip, the FA chairman, believed that the English cause had been lost because of the bad behaviour of our fans at home and abroad.

Millicip, along with Ted Croker, the FA secretary, and Jack Dunnett, the president of the Football League, all witnessed the Stamford Bridge scenes at first hand. If the rest of the footballing world sees no action being taken after three of the most powerful figures in the English game have seen what they have seen, then it must conclude that the FA and the League do not possess the collective



BATTLE DESPATCHES: Headlines such as these have become depressingly familiar in recent years

will to put their house in order. Certainly this will be the Government's view.

Serious questions have to be answered after the Luton riots. Why was the match not all-ticket? Why were the police under strength? Why the attempt to cram a quarter of visiting supporters into a pint pot at the Ivy Road end? To what extent was the situation aggravated by gatecrashing spectators?

The Minister for Sport asked a crucial question yesterday when he

wanted to know if the game's governing body was sure of its own role in applying the rules and punishing troublesome clubs. Since the attempt to ban Don Revie from English football as lost in the High Court, the FA have shown a notable reluctance to invite legal action by closing grounds and banning fans from travelling to away matches. Three years ago they tried to keep Chelsea's supporters at home but lifted the ban three days before it was due to be challenged in the High Court.

Football's problem is that those responsible for making the rules on crowd behaviour are, through their League connections, often the same people whose clubs might be punished. Here is plenty more that the sport could do to show its readiness to tackle the problem.

The working of the relevant FA rule could be changed; instead of being required to take "reasonable precautions" to prevent crowd trouble clubs would find themselves told to take "effective measures." Clubs with a consistently bad record of crowd behaviour could be monitored over a period of three to six months, or even a whole season by hand-picked "match inspectors."

Instead of the FA disciplinary commission conducting inquiries at empty grounds, cases of crowd trouble would come before a joint committee made up of representatives of all the major footballing bodies plus police, local authorities and Government. Soccer is always saying that hooliganism is society's problem, therefore wider representatives of society should deal with it.

Too many vested interests stand in the way of the measures needed to contain, if not stop, crowd violence. The decision to let clubs keep all their home receipts makes them reluctant to accept bans on visiting fans. By and large the clubs with the worst hooligans enjoy good business.

Suggestions that bans on alcohol and drunkenness at grounds, as applied in Scotland, should be extended to England and Wales bring a knee-jerk from the licensed trade. For

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British Rail, football specials can be a useful method of scrapping old rolling stock at a profit.

Why cannot League clubs each pay a "behaviour bond," ranging from £50,000 to £5,000, into a central fund at the start of each season, the sums to be refundable but subject to penalties for proven negligence as well as a reluctance to deal with troublesome spectators.

Alternatively clubs could forfeit gate receipts for games at which there has been trouble until responsibility has been allocated. The alternatives are simple and drastic — close the terraces, close the stands, close the grounds.

So many of the solutions come and go as if on a carousel. What about identity cards? Well, Chelsea were going to introduce these after their fans invaded the pitch at Luton in 1975 and set fire to a train returning to London.

According to Brian Mears, the Chelsea chairman, a system of identity cards would be introduced within the week. "It means that nobody will be able to get into Stamford Bridge without an identity card for standing accommodation or a season ticket for a seat," he said, but the idea was dropped. Chelsea now have special members' enclosures and organise away trips through a membership scheme; they have also fenced off the pitch. But the hooligans still get in and get over.

Are stiffer sentences the answer?

In 197, again after disturbances at Luton, a Judge at Bedford Crown Court sent 23 troublemakers to detention centres, saying that the police and public had to be protected. "As soon as people up and down the country realise that they cannot cause alarm and terror to innocent people the better," he added. Clearly the message needs to be repeated.

Who speaks for the Luton resident hit over the head with an iron bar after he had left his house in an attempt to prevent his car being damaged by fans thrown out of Kenilworth Road? Or the Sunderland supporter, a professional man, who has supplied harrowing details of the experiences suffered by he and his wife on visits this season to Chelsea (twice), Tottenham and Everton?

According to the Home Office, local authorities cannot refuse to grant a football club a safety certificate simply because there is a danger of crowd violence. However the Safety at Sports Grounds Act allows that a court can take action if satisfied "that the risk to spectators at a sports ground is so great that until steps have been taken to reduce it to a reasonable level their admission ought to be prohibited or restricted." Perhaps the Act needs reinterpreting.

Meanwhile the FA have to decide what to do about Chelsea and Millwall. Now, more than ever, they need to remember that they their conclusions will not so much influence the future of the game as a spectator sport as determine whether or not it really has a future.

FOOTBALL: HOOLIGANS MAY HAVE COST ENGLAND CHANCE OF STAGING EUROPEAN CHAMPIONSHIPS

Government must act to save game

By Stuart Jones
Football Correspondent

If the Government does not take grave and immediate measures to curb hooliganism, it will have failed in its duty to protect the citizens of this country. To persist any longer in laying the blame on football, the once beautiful national sport that is now dying a slow and painful death, would be an act of shameful irresponsibility.

Hooliganism is a cancerous growth lying within the body of society. The most serious outbreaks may be confined for the moment to football and its environment, but even if clubs were to discover the elusive cure (an event so unlikely that it can be dismissed), the alarming disease will take its lethal grip on some other powerless victim.

Those who cause trouble are neither genuine supporters nor are they interested in the game they attend. They are louts whose sense of moral values, invariably soaked in alcohol, has sunk to the lowest human depths. They have no respect either for the law or for any innocent bystanders who happen to stray across their path of violence.

The most recent example of their criminal behaviour brought down an ugly curtain on Wednesday's sixth round FA Cup tie at Kenilworth Road. Luton Town, who admit that as hosts they should have ordered it to be an all-ticket affair, are prepared in future to forfeit any game that threatens to be disturbed by such incidents.

The Assistant Chief Constable of Bedfordshire, Mr William Gray, who was in charge of police operations, also

concedes that his forces, though strengthened, were "probably not prepared" to cope with a night of wanton and widespread destruction. Millwall, the visitors, defeated by a Stein goal that was almost lost amid the distractions, were "shattered" by the events that took place.

Even though the three parties agree they might in retrospect have done more to reduce the potential danger, the evidence suggests that those most guilty were intruders beyond the control of the two clubs. The open terraces, reserved for Millwall's followers and where the problems occurred, hold about 8,700 spectators. That

is about 3,000 more than Millwall's average home gate

One miscreant was seen by his parents, stunned as they watched television, throwing a seat at the police after the game had ended. Usually he goes to Chelsea. When he returned home, he found that his bedding had been thrown outside and was told that "if he behaved like an animal, he might as well sleep like one".

Another, prominently involved in the charge across the pitch that prompted the police momentarily to retreat under a hail of splintered chairs, was identified as being banned from all the grounds in London. They and others had clearly visited Luton with the sole intention of causing damage, specifically it seemed to those dressed in the dark blue uniforms.

Only 5,185 paid to enter the end concerned. Many gained free admittance either by jumping over the turnstiles, as Luton's gatemen have confirmed, or by climbing through and over barriers that had been torn down. The police, despite reinforcements, and the stewards were from then on fighting a losing battle to contain the swollen and unruly mob.

Attention was focussed on their efforts, even though scuffles broke out in other parts of the ground. The tension, stretched even before the tie began, grew tighter throughout the evening, and particularly during the second half when Sealey, Luton's goalkeeper, was hit by a coin and was fortunate to avoid being struck by a six-inch knife, among other fearful missiles.

It became intolerable when a sergeant was knocked unconscious and the constable who attended to his severely wounded colleague by giving him the kiss of life was kicked while doing so. Terry Bailey, a Luton director, responded by saying: "If they come here again, we'll cage them up and ask Whipsnade Zoo for advice".

Millwall's supporters caused similar havoc during their last appearance in the sixth round of the Cup, against Ipswich Town in 1978, but their reputation has improved since George Graham took over as manager three years ago. Now his club and Luton, whose efforts have been rewarded by four trouble-free years at home, face a heavy penalty.

The Football Association, represented at Wednesday's game by Dick Speake and Fred McMullen, are to hold another inquiry. This afternoon they are to announce their verdict on the crowd troubles that overshadowed the second leg of Chelsea's Milk Cup semi-final against Sunderland at Stamford Bridge 10 days ago. It will be surprising if Chelsea, in particular, escape lightly.

But that will achieve nothing. It is the individuals themselves who must be punished and more substantially than the offender who ran on to the pitch and attempted to assault Walker, the scorer of Sunderland's first two goals. He was subsequently fined £200, the fine suspended for a year. He might as well have been tickled with a feather.

A more suitable belittling sentence would have been to ask him to report to his local police station on each appropriate afternoon and evening when Chelsea are performing either at home or away. Not for a week, nor for a month, but for a season, or preferably two. No one, least of all his chosen club, would miss his presence.

John Smith, Luton's executive director, recommends that the convicted hooligan should serve at least 200 hours of community work, equivalent to two seasons, within a goal kick of the stadium. "Then he could hear everyone enjoying themselves, but wouldn't be able to take part in it. The problem has been suppressed for too long. A solution must now be found".

Bert Millichip, the FA chairman, agrees, and has asked for the police, the courts, and Parliament to work with him and his colleagues to provide "sufficient muscle". The astonishing lack of direct action so far has allowed England's reputation to be soiled still further. It may have also cost the nation the opportunity of staging the next European championships.

UEFA will this afternoon reveal the identity of the hosts, expected to be West Germany, but Millichip says that he "might as well rip up my papers now. I didn't think we had much chance but there is no hope now". Unless the four bodies, and especially the Government, assume responsibility, the same sadly could be said about the sport itself.

Friday 15th March 1985

7/38

NI4185 4 XXX 154

FA WARNING TO CHELSEA

CHELSEA FOOTBALL CLUB ESCAPED WITH A WARNING AND AN ORDER TO IMPROVE CERTAIN SPECTATOR FACILITIES, DESPITE BEING FOUND 'GUILTY' BY AN FA COMMISSION INQUIRY INTO THE RIOT AT STAMFORD BRIDGE A FORTNIGHT AGO DURING THE MILK CUP SEMI-FINAL AGAINST SUNDERLAND.

WITH THE GOVERNMENT DEMANDING STERN ACTION AGAINST FOOTBALL HOOLIGANS, THE FA FELT UNABLE TO INFLICT A HEAVY FINE OR A GROUND CLOSURE ON THE CLUB.

INSTEAD, THE COMMISSION ORDERED THE CLOSURE OF ONE TROUBLE AREA UNTIL SAFER SEATING IS INSTALLED THERE, AND THE PERIMETER FENCING IMPROVED TO PREVENT FURTHER PITCH INVASIONS.

IT ALSO WARNED THE CLUB 'AS TO ITS FUTURE CONDUCT'.

DURING THE MATCH CONCERNED, A SPECTATOR RAN ON TO THE PITCH AND TRIED TO ATTACK SUNDERLAND'S FORMER CHELSEA PLAYER, CLIVE WALKER.

MOUNTED POLICE HAD TO ENTER THE PLAYING AREA LATER TO CLEAR SPECTATORS AND PREVENT A MAJOR PITCH INVASION.

--

181723 MAR 85

Pine Minister: 2

Discouraging and,
I am afraid, typical

TF 18/3

mt

CONFIDENTIAL



hlc
60
[Signature]

10 DOWNING STREET

From the Principal Private Secretary

15 March 1985

Dear Andrew,

FOOTBALL HOOLIGANISM

I am writing to confirm the arrangements we have in mind for dealing with this subject.

The Minister for Sport has asked the Football Association to report within a week. Thereafter the Prime Minister has said that she will meet them.

Meantime, the Prime Minister would like to discuss the options with your Secretary of State, the Home Secretary, the Secretary of State for Scotland and the Minister for Sport. We are trying to arrange a meeting after Cabinet on Thursday 21 March. One of the purposes of this meeting will be to agree on the line to be taken with the Football Association so that a meeting can be arranged with them very soon after the submission of their report.

We agreed that your department and the Home Office would circulate papers on the options for consideration at the meeting on Thursday 21 March. If possible, it would be helpful if these papers could be circulated by close of play on Tuesday 18 March.

I am copying this letter to Rachel Lomax (H M Treasury), Hugh Taylor (Home Office), John Graham (Scottish Office), Phil Dykins (Minister for Sport's Office) and Richard Hatfield (Cabinet Office).

Yours sincerely,

Robin Butler

Andrew Allberry Esq
Department of the Environment

CONFIDENTIAL

[Signature]

BBC 2 TV
NEWSNIGHT
MARCH 15, 1985
22.30

PRESENTER:

Is football hooliganism a symptom of social malaise, or is it a factor in it? Well, today the national outbreak of breast-beating, following Wednesday's Millwall riot at Luton Town, continued with unabated fervour, and the world of football urging the Government to act, and the Government telling football to put its house in order.

-2-

The Home Secretary, Leon Brittan, described football hooliganism as 'mass lunacy', and 'outbursts of savagery which threatened football's future'. He also had a warning for unruly fans.

LEON BRITTAN MP (Home Secretary):

The police have the powers that they need, and usually they're able to deal with the situation, although, of course, not always. And the courts also have very considerable powers, according to what the particular offence that's proved is, their powers though are very considerable to take a pretty tough line with people who engage in the sort of savage behaviour that we have seen this week, and I have no doubt that they will consider very carefully, as the cases come before them, how to handle them.

PRESENTER:

In the footballing world itself, Wednesday's troubles had more repercussions today. Brentford called off its match with Millwall

-3-

tomorrow because of difficulties in segregating fans, owing to building work at its own ground; and Bournemouth has asked the FA to postpone its match against Millwall on a Bank Holiday in May because it fears more trouble.

For Millwall itself the problem now is how to erase the memory of Wednesday's scenes of violence. Today, the club was anxious to play down the troubles and the things that have been said about Millwall in their aftermath.

TONY SHAW (Millwall Football Club):

I don't think that it should be forgotten that only a few weeks ago, on this pitch, Millwall were presented with a trophy for the best-behaved supporters in the Third Division, home and away, last season. So therefore, you know, if that was done, and all but three are exactly the same clubs that we played against last year, I don't really see that they are now suddenly all going to turn round and say, 'We won't play Millwall'.

-4-

PRESENTER:

And last week, at Chelsea, there were also outbursts of trouble in the match against Sunderland. Today, an FA Disciplinary Commission investigating the crowd disturbances, met at the Stamford Bridge Ground. The inquiry team, however, came to no decision, and will meet again on Monday.

Well, to see if we can thrash this out once again I'm joined by Eldon Griffiths MP in our Norwich studio, Gordon Taylor of the Professional Footballers in our Manchester studio.

Eldon Griffiths, first of all, what do you want to see the football clubs doing to put their house in order?

ELDON GRIFFITHS MP (Adviser to the Police Federation):

I think we must have the licencing of grounds.

When I was Minister we did licence for safety, I think we shall now have to insist on licencing for conduct. What I mean by that is that if you're running a pub or a snooker saloon or a cinema, if you allow to happen, on the premises, drunkenness or violence then sooner or later you'll lose your licence and you won't be able to run that club for profit.

Now football runs games for profit, and they must be subject to the same licencing whereby mayhem and violence does not take place on those licenced premises.

PRESENTER:

Can I here what Gordon Taylor, for the Professional Footballers, has to say about that? What affect will that have, Gordon Taylor?

GORDON TAYLOR (Secretary, Professional Footballers' Association):

Well certainly football hasn't been responsible for the root-cause of the trouble, which could

be said to be a lack of discipline at home, in the schools, and possibly unemployment; and football hasn't got the capacity to deal with it either in a legal, it doesn't have the legal authority to deal with it, it needs, it hasn't the financial capacity, and it needs Government help.

PRESENTER:

So you're saying that the idea that somehow all this can be prevented from spreading into the football grounds, that it's just a question of saying, 'It's your ground, you look after the behaviour there', that's quite unrealistic?

GORDON TAYLOR:

I think it is, and we've had this problem now for twenty-five years, and Government's been saying to football, 'You sort it out', football's saying it needs help, and it needs a very strong liaison between football, the Government, the police and, in fact, the magistrates. Some of the sentences in the last few weeks have been absolutely been pathetic

(sic), they've been a licence to carry on rather than a deterrent.

PRESENTER:

Eldon Griffiths, there you have an appeal for help from the football clubs who say they really can't do it themselves.

ELDON GRIFFITHS MP:

Yes, I don't think the, that football can shuffle off its responsibilities. The first responsibility to the violence is, of course, those who commit it, and they must face the criminal law, and I quite agree with Terry (sic) that where people behave in this particular bestial fashion, and they come up before the magistrates, they ought to go to prison, and I hope the sentences will be really tough. But that's to dodge the fundamental issue, which is why we get this kind of behaviour in football grounds. I go to a lot of big, American football matches, and American football is just as rough, in fact probably more rough,

-8-

than anything we see here, but you do not have this crowd violence and the reason, abundantly, is because it's an all-seat affair, because the grounds themselves police the fans and make sure they do not bring in booze, they do not come in if they're drunken, they do not come in carrying offensive weapons, and there has to be a duty on the host club to make sure that people do not go into its ground who are likely to commit violence.

PRESENTER:

Gordon Taylor, there you are, it's firmly back to you.

GORDON TAYLOR:

Well could I just say that if, Mr Griffiths has mentioned America, with America, because of its size, there's not the same problem with away fans. There's never a problem with the home fans usually, it's the away fans, and if clubs employed security people, that sort of violence would beget violence. Now

-9-

it, the clubs can't actually apprehend people and arrest them, it's not possible. That ...

PRESENTER:

Can't you have chuckers-out, as clubs, as you know, gaming clubs, or discos have? They're responsible for that sort of order inside their premises.

GORDON TAYLOR:

Now, if you ask yourself, the stewards on the gate, on the turnstiles are often stuck behind turnstiles, they're often retired men. It needs to be policed and policed carefully. When the World Cup was on in Spain there was no trouble at all because the Spanish Government made sure that all the football grounds were policed correctly, and there was no problem.

PRESENTER:

Eldon Griffiths.

ELDON GRIFFITHS MP:

Let's get it quite clear. What I'm saying

-10-

is that the clubs ought not to admit onto the grounds those who are carrying drink, or who are drunken, or who are carrying offensive weapons. Now this is something that has to be done at the turnstile. I quite agree, if the clubs require a police presence in order to filter, to monitor those coming in, they should have it. There's no difficulty about that, but the club must accept the same responsibility as a snooker club does, as a cinema does, to make sure that it does not admit those who are going to misconduct themselves.

PRESENTER:

Gordon Taylor, finally, what should happen outside the clubs, because whatever the responsibility maybe inside the grounds, there's not a lot you can do outside, is there?

GORDON TAYLOR:

That's right. I mean, at times we get the feeling that, that police actually don't mind it happening inside the grounds, football

clubs have done a lot to control it in the grounds, they've spent millions since the Safety of Grounds Act, but a lot of the problem is occurring outside the ground, and that's occurring because there's a lack of police control in ferrying them from the trains, from the coaches to grounds. And I agree with Mr Griffiths, a lot of the points he makes about the control of alcohol and searching for weapons are necessary, but we must remember we're not talking about a dozen people coming into a snooker club, we're talking about thousands of people, and that's why it can be controlled, it has been controlled in other countries, and we can do it here.

ELDON GRIFFITHS MP:

Yes, but ...

PRESENTER:

It looks as if we need a concerted effort from all parties ...

-12-

GORDON TAYLOR:

Yes, most certainly ...

PRESENTER:

Gordon Taylor ...

GORDON TAYLOR:

... without that, the problem will keep going
round and round and being kicked in (unclear).

PRESENTER:

Gordon Taylor, Eldon Griffiths, we must end
it there. Thank you both, very much.

GORDON TAYLOR:

Thank you.

END



Y Swyddfa Gymreig
Welsh Office

*Gyda Chyfarchion yr
Is-Ysgrifennydd Seneddol*

*With the Compliments of the
Parliamentary Under-Secretary of State*

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London, S.W.1.*

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WELSH OFFICE

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel: 01-233 3000 (Switchboard)
01-233 7448 (Direct Line)

From The Parliamentary Under-Secretary

9 August 1984

Dear Secretary of State

Thank you for sending a copy of your letter of 26 July to Willie Whitelaw about the report on football hooliganism to Nick Edwards.

We are content with your proposals to issue the report immediately as a discussion document.

I am copying this letter to the Prime Minister, Geoffrey Howe, members of H and to Sir Robert Armstrong.

Yours sincerely

Sue Cobbold

WYN ROBERTS

(Dictated by Mr Roberts but
signed in his absence)

Rt Hon Patrick Jenkin MP
Secretary of State for the Environment
Department of the Environment
2 Marsham Street
London SW 1

Went to
Reynolds
Dec 81

From: THE PRIVATE SECRETARY

2 P/Ls



NORTHERN IRELAND OFFICE
STORMONT CASTLE
BELFAST BT4 3ST

Tel. Belfast (0232) 63011
Telex 74272

J F Ballard Esq
Private Secretary
Department of the Environment
2 Marsham Street
LONDON
SW1P 3EB

8 August 1984

Dear Mr Ballard,

W 9/8

Your Secretary of State, in his letter of 26 July, asked members of H Committee to approve the publication of a report by a Working Party on Football Spectator Violence. In Mr Prior's absence, Mr Butler has dealt with the matter and, as the report does not apply directly to football in Northern Ireland, he would not wish to comment upon it in any detail.

I am copying this letter to the Private Secretaries of the Prime Minister, the Foreign and Commonwealth Secretary, members of H Committee and Sir Robert Armstrong.

Yours Sincerely
William Gamble

WILLIAM GAMBLE

CONFIDENTIAL



PRIVY COUNCIL OFFICE
WHITEHALL, LONDON SW1A 2AT

7 August 1984

Dear Patrick

9/8

FOOTBALL SPECTATOR VIOLENCE

Thank you for your letter of 26 July enclosing the report of the officials' Working Group which you wish to publish before the football season.

I understand that colleagues are generally content, though as Quintin Hailsham and Leon Brittan have pointed out it is necessary both to make clear the Government's firm support for the general approach of the report and to leave scope for consultation with the various interests affected. I understand that George Younger wishes to make some detailed points and that Nicholas Edwards is still considering his position. Provided that they have no major objections, you may take it that you have H Committee's agreement to early publication.

I am sending copies of this letter to the Prime Minister, Geoffrey Howe, to members of H Committee and to Sir Robert Armstrong.

John
Waller

The Rt Hon Patrick Jenkin MP

CONFIDENTIAL

HOME AFFAIRS

Freshwell Vidance

Dec 81



H: LPO LPS da
LCO DHSS
HO CDLO
DES D/Emp
NIO CS (HMT)
SO DTp
WO CWO
DOE Ld Darham

10 DOWNING STREET

From the Private Secretary

6 August 1984

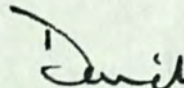
Dear Alan,

The Prime Minister has seen a copy of your Secretary of State's letter of 26 July to the Lord President, to which was attached the report of the official working group on football spectator violence.

Subject to the views of colleagues, the Prime Minister would be content for your Secretary of State to proceed with publication of this report before the start of the next football season.

I am sending copies of this letter to Colin Budd (Foreign and Commonwealth Office), to the Private Secretaries to the members of H Committee, and to Richard Hatfield (Cabinet Office).

Yours ever,


David Barclay

Alan Davis, Esq.,
Department of the Environment.

ECU

CONFIDENTIAL



QUEEN ANNE'S GATE LONDON SW1H 9AT

3 August 1984

*Notes
Dubs
3/8
- www request
if required*

FOOTBALL SPECTATOR VIOLENCE

Thank you for copying to me your letter of 26 July and enclosures to Willie Whitelaw seeking H Committee's agreement to the early publication, under cover of a foreword from your Department, of the report of our officials' working group.

I am sure we are all agreed that this report strikes the right note of realism and that it must be made available before the start of the new football season this month, for the reasons you state in your letter. I also appreciate the difficult position in which this places you as far as prior consultation with the football authorities is concerned and on that basis am content for you to publish the report in the consultative form you propose. I consider it vital however that you maintain in the covering foreword the clear indication of Government support for the thrust of the report; if we wish to gain public support and to convince the football authorities that they must become more responsible for their supporters' behaviour, we must be seen to be firm in our resolve.

The publication of this report is likely to be seized upon by, among others, the media who, as you say, are already eagerly awaiting it, and I am sure you will agree that careful presentation of the Government's view will have an important part to play in gaining support for the recommendations it contains. Your officials will doubtless be in touch with mine and those of our other colleagues most directly concerned about this. I understand that there also remains a number of drafting points to finalise which can again be left to officials to handle.

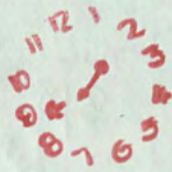
I am copying this letter to the Prime Minister, Willie Whitelaw, Geoffrey Howe, other members of H Committee and to Sir Robert Armstrong.

Leon B...

The Rt Hon Patrick Jenkin, MP

CONFIDENTIAL

- 3 AUG 1984





HOUSE OF LORDS,
SW1A 0PW

2 August, 1984.

upon DMS 2/P

My dear Patrick:

-in PM'S WPE box.

Having seen, with interest, your letter of 26th July to the Lord President and the report of the working party, I write to express my support for your belief that we should publish the report on a consultative basis.

As part of our wider strategy on law and order it is necessary to achieve the maximum amount of co-operation from those directly concerned and from the public generally, and I agree with you that this would be best achieved by issuing the report as a consultative document rather than as a statement of Government policy. In particular I would wish to give the Magistrates' Association an opportunity to consider and respond to those matters which concern them in the report.

I am copying this to the recipients of your letter.

Yrs:

The Right Honourable
Patrick Jenkin, M.P.

- 2 AUG 1984



Football Hooliganism

The official working group on football hooliganism has now produced its report. A copy is attached to the Environment Secretary's letter of 26 July, below.

The group make a large number of relatively low-key recommendations. The more significant ones are:-

- The Football Association should rate clubs according to the threat of violence their supporters pose.
- Matches between high-risk clubs should be avoided during holidays, as should "local derbies".
- The Football Association should examine with the Government the possibility of a membership card scheme for controlling access to grounds.
- The courts should make more use of attendance centres on Saturday afternoons.
- The Football Association and clubs should allocate tickets for overseas matches so as to promote segregation.
- The Government should further consider the possibility of making available "warning lists" of football hooligans to immigration officers.

Subject to the views of H Committee colleagues, Mr. Jenkin is proposing to publish the report before the start of the next football season (i.e., before the end of August). He would then consult the Football Association on its recommendations.

Content, subject to H Committee colleagues?

DMS

Yes no

1 August, 1984.

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

26 July 1984

Dear Lord President

On 10 May, the Cabinet invited me, in consultation with colleagues "to enter into discussions with the Football Association with a view to reaching agreement on measures to control football hooliganism both overseas and at home". My minute of 30 May to the Prime Minister explained that I intended to await the report of the officials' working group on this topic before consulting colleagues further. The group has now reported and I enclose a copy of the report at Appendix B.

The report has been discussed by Ministers from the four Departments principally concerned - Neil Macfarlane, David Mellor, David Mitchell and Ray Whitney - and incorporates drafting changes which they have suggested. I commend the report to colleagues: it is, I fear, lengthy, but this is a complex subject and the report provides a useful summary of what the Government has already done. The conclusions and recommendations for further action are summarised in section 2.

I believe that it is essential that the report is published before the start of the new football season in a month's time. This precludes prior consultation with the Football Association and the other football authorities. But we should be open to attack if the report - the publication of which is already widely sought - is delayed further, particularly if there are incidents at games in August.

My Department is in close touch with the FA and whilst the proposals have not been brought together in this way in the past, there is nothing in the report which will come as a surprise to them. Some have previously been rejected by the FA, but it is clear that we need to persuade them to take more decisive action if we are to tackle the problem successfully.

I understand that David Mellor has argued that we should publish the report, without consultation with the FA and other bodies concerned, as a statement of Government policy. I sympathise with his desire to make clear that we see the greatest scope for action to deal with this problem as lying with the football authorities. But I am sure that we are more likely to achieve their cooperation, and public support, if we use the publication of the report as an opportunity to discuss positive proposals with them.

CONFIDENTIAL

I would, therefore, be grateful for your and colleagues' urgent approval to the publication of the report, under cover of the foreword at Appendix A, before the start of the next football season.

I am copying this to the Prime Minister, Geoffrey Howe, Members of H, and to Sir Robert Armstrong.

Yours sincerely

A.H. Jarvis

for

PATRICK JENKIN

Approved by the SAs and
signed in his absence

FOOTBALL SPECTATOR VIOLENCE

REPORT OF OFFICIAL WORKING GROUP

CONTENTS

- Section 1 : Introduction
- Section 2 : Conclusions and recommendations
- Section 3 : The problem
- Section 4 : Action and events to date
- Section 5 : New or improved measures (domestic)
- Section 6 : New or improved measures (international)
- Section 7 : Eliminating the problem

ANNEXES

- A: Membership of Working Group
- B: Measures taken by the Government since 1979
- C: Letter sent by the Minister for Sport to the President of the Football League
- D: Memorandum issued to Football League Clubs regarding crowd control
- E: Council of Europe Recommendation on reduction of spectator violence at sporting events
- F: Penalties available to Magistrates
- G: Typical example of sentences awarded during 1982/83 season
- H: UEFA ground rules
- I: Typical letter from Minister for Sport to European colleague
- J: Guidance to Consuls
- K: Group's checklist of precautions to be taken for European matches

SECTION 1 : INTRODUCTION

1.1 Following incidents of violence involving British supporters before, during and after the England soccer team's matches in Luxembourg and France (16 November 1983 and 29 February 1984), the Parliamentary Under Secretaries of State for the Environment (Minister for Sport), the Foreign and Commonwealth Office, the Home Office and Transport met in March to consider further action by the Government and football authorities to deal with football spectator violence, at home and abroad. The Ministers decided to establish a Working Group of their officials to examine all the possible options. This is the Group's report: its membership is at Annex A.

1.2 The Group approached its work in two phases. Firstly, it supervised and coordinated the precautions taken against possible hooliganism during the closing stages of the European club competitions, in which six British teams were involved. For this phase of its work, the Group was assisted on two occasions by the Football Association's Overseas Liaison Officer and once by the British Transport Police Assistant Chief Constable (Operations). Secondly, the group considered in detail the various options for action available to the Government and football authorities. This report describes the problem as the Group perceives it, in its national and international context; outlines the steps already taken; and discusses new measures that the Government and football authorities might take.

1.3 Some introductory remarks about context and terms of reference are appropriate. All highly urbanised countries demonstrate violence in various forms. Hooliganism and group violence are often associated with large gatherings of young people. The Group's task was to examine "football hooliganism", both domestic and international, a specific problem which has been the subject of concern and action by successive British Governments. We were clear that it was not our task to consider broader social issues, although we were aware of the widely held view that this is not exclusively a football problem but one which has deeper roots in society and happens to affect football among other activities. It may be that football violence would respond ultimately to social remedies. Such considerations are outside the scope of this report. We were concerned with specific and practical effects, and remedies, especially in the short term.

SECTION 2 : CONCLUSIONS & RECOMMENDATIONS

2.1 Below, we draw together our recommendations on further measures which the football and public authorities can take to contain and deter football hooliganism. We summarise here some more general conclusions about the nature of the problem and possible remedies.

2.2 Soccer spectator violence is not an exclusively British problem. By its scale and the public concern, it is a specific and serious problem in this country; other countries' hooligans do not follow their teams abroad to the same extent as do the British.

2.3 Considerable expertise in dealing with the problem now exists. Successful and effective measures are available. The measures must, however, be implemented locally and at specific times. Thus, whilst violence particularly in the stadium appears to be reducing, difficulties can arise when those responsible locally for the implementation of counter-measures lack specific expertise, experience and advice, or the will to act effectively.

2.4 Close liaison and cooperation between the football and public authorities is essential. The partnership between Government and the Football Association is appropriate and necessary. Whilst the measures applied have, in the Group's view, been helpful in countering violence, we believe that better implementation of the existing range of controls and precautions, the refinement of existing Football Association rules and the introduction of more specific measures could bring substantial short term benefits in reducing violence and the extent of misbehaviour in and around grounds. These remedies are unlikely, however, to have an impact on violence away from the ground: this is a matter of public order, though the football authorities and clubs still have a role to play in cooperation with the police.

2.5 Neither the football authorities nor the Government can be complacent. Countering violence requires continuous and effective vigilance: good planning and preparation, often encompassing - to the inexperienced - apparently unnecessary precautions, remain essential. Effective policing is also important.

2.6 We are also clear that the practical measures to counter violence recommended in Sections 5 and 6 will not eliminate violence. We consider that to be an unrealistic aim.

2.7 There is an important presentational issue. Reporting of football violence is often exaggerated and inaccurate. To a degree hooligans live up to what the press expect of them; to a degree the press find the story they expect and seek. The media have a responsibility to report, in a balanced way, both incidents at matches and the measures taken by the Government and the football authorities. We are concerned that there is little general appreciation of the progress made in dealing with hooliganism especially in domestic competition, or of the real constraints on action by the authorities. A public consultation process would inform people generally and could lead to the general support needed to make some measures more effective. In particular, an early opportunity should be taken to consult the Football Association and other interested bodies on these proposals.

2.8 In summary, the recommendations made in this report are as follows:-

I. DOMESTIC RECOMMENDATIONS

A. MATTERS PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of the Football Association

The FA should review and better define its powers, and the responsibilities of the clubs. If the powers prove to be inadequate, the FA should consider taking enhanced powers. [5.5]

The "blue-print"

The FA should ensure that clubs adopt the provisions of the "blue-print" issued by the football authorities and the Government by requiring each club to review its particular arrangements and produce a detailed set of plans, in collaboration with the police and other relevant agencies, to be submitted to the football authorities for endorsement. [5.7 + 5.8]

FA Liaison Officers

The FA should enhance and better define the domestic Liaison Officers' role. There may be a case for the Government helping to meet part of the Liaison Officers' salaries. [5.11]

The FA should consider arranging national conferences or regional seminars for representatives of league clubs and police forces to discuss methods of crowd control in and around stadia. [5.12]

The League Programme

The FA should rate clubs according to the threat of violence posed by their supporters, home and away, at the stadia or on the trains. [5.13]

Matches between high risk clubs should be programmed to take place midseason and not during holidays. The current practice of playing local derbies at holiday periods should be changed. High risk clubs should not play away at major seaside resorts at holiday times. [5.15]

Club Membership

The FA, with the Football Trust and the Government, should examine quickly and in detail a possible membership card scheme for controlling ground access. [5.16-5.19]

Closed-circuit television (CCTV)

Subject to the results of the experiment being mounted by the Football Trust, selected clubs should be urged or required by the FA to install the necessary equipment for CCTV. [5.20]

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Action of the Police

~~The police should do~~ More could be done to explain why, on occasion, it is not possible to press charges against offenders. [5.25]

Action of the Courts

The Courts should make more use of attendance centres, particularly on Saturday afternoons. [5.27]

Ministers should seek to counter the widely held impression that the Courts are passing light sentences. [5.29]

Liaison by Football clubs with magistrates

The Magistrates Association should be encouraged to accept invitations to attend matches in their areas. Clubs should be encouraged to issue some invitations. [5.30]

C. MEASURE PRIMARILY FOR CENTRAL GOVERNMENT

Alcohol on football coaches

The Group hopes that the Traffic Commissioners will make the full appropriate use of their powers in the light of police advice. [5.38]

II. INTERNATIONAL RECOMMENDATIONS

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of UEFA

UEFA should to take further steps to ensure that its own rules are observed and enforced. [6.5]

Club Membership

The FA and Clubs should take on allocation of tickets for their supporters to promote segregation and the exchange of information on supporters' travel plans,. [6.7]

CONFIDENTIAL

The FA should discuss with UEFA the implementation of a possible scheme to limit the sale of tickets and admission to grounds in Europe to members of a national supporters' club.

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Liaison by British Transport Police

BTP should continue in the role they have developed as co-ordinators of transport information in the UK, within their resource constraints. [6.18]

C MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

Council of Europe Recommendation on violence in sport

The Government, its officials and the FA must continue to take the lead in the implementation of the Recommendation. Letters from the Minister for Sport to his European colleagues are useful in paving the way for close cooperation and should continue to be sent for all high risk matches. [6.26]

Government Liaison

A group comprised of officials and representatives from the FA, the police and clubs should be established to oversee preparations for European fixtures. [6.28]

Overseas Liaison Officer

The FA's Liaison Officer performs a most useful role. The Scottish FA should be encouraged to make a similar appointment. [6.29]

Consular Confidentiality

The principle of Consular confidentiality should be preserved. The FA should make enquiries about convicted British subjects through UEFA, national Football Associations or Government Departments here. [5.30]

Withdrawal of passports

The Government should pursue enquiries into the possibility of making available warning lists of football hooligans to immigration officers. [5.32]

SECTION 3 : THE PROBLEM

3.1 Before looking at the recent history and considering new measures, we make some observations about the nature of the hooliganism problem at domestic and international level. Soccer spectator violence at domestic football matches is sporadic and local, and is associated with a relatively small number of clubs. The majority of the 92 league clubs have no continuing record of spectator violence: some have had a poor record in the past; others have been afflicted only recently, yet others experience it only when entertaining particular teams. The lack of an adequate data-base (see para 5.40 and 5.41) has prevented our quantifying the risk posed by individual clubs.

3.2 Since violence is localised, its prevention depends upon the effective application of measures locally. Nationally agreed measures based on the collective wisdom of those involved are needed; these depend for their effect on appropriate implementation at a specific place and time in the light of local conditions. The expertise with which club officials, stewards, and police coordinate and take precautions and deal with incidents is vital. Thus, clubs whose supporters have a reputation for violence seem able to prevent or control violence on the terraces at their home grounds. Many of the worst incidents occur when these teams visit a club which lacks their expertise and which does not take adequate precautions for the increased threat of violence. Away matches of, for example, Chelsea and Leeds provide many illustrations of this in recent seasons.

3.3 It is suggested that violence at matches is not always spontaneous: there are reports of organised groups going to matches not to watch football, but to cause trouble. Were it possible to confirm this suspicion and identify and apprehend people of this kind, the problem might be substantially reduced.

3.4 On two or three occasions the police have investigated specific allegations that spectator violence had been promoted by organisations with an extreme political motivation. There are fresh investigations in the light of recent incidents involving the English national team in Chile. No firm evidence has been found to confirm a link: rather, the police feel that those individuals who are likely to cause violence at football matches, or who are likely to barrack black players, are the same individuals who would be likely to have such extreme views.

There is, however, some evidence that organisations of this kind try to attract new members at football matches; but they also recruit at other similar gatherings.

3.5 The Group also noted the role of the media as major informers of public opinion. Reporting is not always accurate or balanced. "Football hooliganism" is big news; as a topic of public interest it sells newspapers. Match reports often cover not the game, but the crowd disturbances. Most recently, reports of disturbances surrounding the UEFA Cup Final first leg match between Anderlecht and Tottenham Hotspur in Brussels on 9 May 1984 were greatly exaggerated. There were reports of 200 Spurs fans being arrested. In fact, only 7 were arrested and charged; 150 were detained without charge, partly as a preventative measures and partly to protect Londoners who may have had too much to drink. Similarly there were "football hooliganism" reports of a Spurs fan being murdered by Anderlecht supporters. But he was shot by a bar owner who feared that his customer was leaving without paying the bill in an area of the City where violence is a regular occurrence. This tragic event's only link with football was that the victim would not have been in Brussels had the match not been taking place; and that the bar owner's over-reaction may have been influenced by reports in the Belgian media of "the invasion by the animal supporters of Spurs".

3.6 The Group also noted that many of those who cause trouble abroad do so with a misplaced sense of pride and patriotism. This can be inflamed by policing methods which lead to a sense of confrontation; a University of Leicester report* on the violence surrounding England's match against France in Paris clearly demonstrated that many of those involved saw it as a matter of national duty to "see off" the CRS (the French riot police).

3.7 Dealing with the problem of football violence requires measures already applied at home and abroad about which we should not be complacent, whatever their effectiveness. They can be costly, not merely in financial terms, but also in police time (and the opportunity to deal with other more serious crimes); in restricting to individual freedom through segregation and penning; and in loss of enjoyment for the majority of spectators and of course in the consequential falling attendances.

* A report to the Football Trust as part of a continuing research programme.

SECTION 4 : ACTION AND EVENTS TO DATE--

4.1 The Group noted that, for many years, both the football authorities and the Government, acting in partnership, had been trying to deal with the problem of football hooliganism. It is not possible to quantify the impact of the measures introduced, or the precautions taken: but, whilst the Football Association's and DOE's assessment is that violence at football grounds has decreased somewhat over the past few years, it remains a problem and at an unacceptably high level. Since coming to power in 1979, the Government has introduced a number of measures aimed at controlling football hooliganism at home and abroad, for example, strengthening the powers and penalties in legislation; creating a Liaison Group to coordinate the Government's and footballs efforts; drawing the attention of league clubs to the need to take precautions; mounting a special effort for the World Cup; and promoting through the Council of Europe the Recommendation on the reduction of spectator violence at sporting events. A list of these is at Annex B, and the Recommendation at Annex E.

4.2 Such statistics that are available do not clearly demonstrate the effect of these measures. The Group considered data from the Football Association about Commissions of Inquiry held by the FA over the past six seasons following incidents of violence in the stadia, and advice (also given in confidence) from the British Transport Police. Such data tends to support the contention that violence at the grounds is declining.

4.3 DOE believes, however, that improvements in the measures taken to contain or discourage violence at home football grounds may have led to trouble being "squeezed out" to some other places - the streets or trains in respect of domestic games where violence is more difficult to contain, or abroad where some authorities have not had the experience to develop the necessary expertise to deter British hooligans.

4.4 The Working Group sought to ensure as the first part of its remit, that the precautions set out in the Council of Europe Recommendation were taken for the remaining European matches involving British clubs. Seven of those eight matches were trouble free; and violence at the Anderlecht v Tottenham Hotspur Match on 9 May was on a much smaller scale than in Luxembourg and Paris. Our conclusion is that the precautions applied to these matches helped substantially to prevent violence.

4.5 The Group concluded that Government action in recent years, along with that of the football authorities, has helped keep soccer spectator violence at a lower level than it might otherwise have been. The measures in place can and do work, when applied fully. In the following sections we look at ways to improve them and possible new measures.

SECTION 5 : NEW OR IMPROVED MEASURES (DOMESTIC)

Introduction

5.1 In pursuit of the second part of its remit the Group reaffirmed the importance of planning, preparation and coordination; of building on experience; and of the need to consider afresh all possible measures, including those previously thought to be impractical or unnecessary.

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

i. Powers of the Football Association

5.2 The Football Association - as the governing body of soccer - is responsible for disciplinary matters involving football clubs, even at Football League matches. All member clubs of the FA are subject to the rules and disciplinary procedures of the Association. Inter alia, the rules, augmented by FA memoranda to clubs (including the "blue-print" - see Annex D), require clubs to take all reasonable precautions against crowd disorder within grounds and to accept responsibility for the behaviour of their supporters, both home and away. The Football Association therefore has the primary responsibility for ensuring order within grounds.

5.3 Following any violence in the stadium, the Football Association considers whether there is prima facie evidence of misconduct by either club. It bases this judgement largely on the referee's report but also on reports from the clubs themselves. If evidence of misconduct is established, the FA holds a Commission of Inquiry into the incident.

5.4 The Group had reservations about the adequacy of the Football Association's disciplinary powers, or the way in which they are applied. For example, the FA required Chelsea not to take supporters to away matches and to recompense the host club for lost income; the Association withdrew the sanction when Chelsea threatened legal action. More recently, an FA Commission decided that both Birmingham City and West Ham United should be suspended from the FA Cup if their supporters caused further trouble; the sentence was overturned by an internal FA appeal hearing, on the grounds of natural justice. The FA appears not to be confident of its powers: what seems adequate in principle, has not always worked in practice.

5.5 We recommend, therefore, that the FA reviews and better defines its powers and the responsibilities of the clubs. If they prove to be inadequate, the Association should consider taking enhanced powers. This would better equip the FA to implement some of the recommendations outlined below.

5.6 Misbehaviour by supporters on their way to and from stadia is not readily susceptible to remedies applied by football authorities. It is primarily a matter of public order, which can be dealt with only by the police but football clubs have a responsibility under the "blue-print" to liaise with the law and order authorities to ensure that they are notified of and can take appropriate measures to deal with the proposed movements of large groups of supporters.

ii. Measures

The "blue-print" (Annex D)

5.7 The "blue-print", detailing the precautions which league clubs should take against violence, which was circulated to clubs at the beginning of the 1983/84 season, has not been rigorously adopted by all clubs. Since it represents the collective wisdom of football clubs, many of whom have successfully countered serious threats of violence, its implementation should have prevented some of the violence in the grounds last season. Enforcement of the provisions by the Football Association - as the competent disciplinary body - is after the event; deficiencies in a club's planning only become apparent after trouble has occurred. The Group recommends, therefore, that improved means should be found for ensuring that clubs adopt the provisions of the "blue print" in a way appropriate to their own grounds and matches.

5.8 During discussions in the Liaison Group of the "blue-print", the Government representatives had suggested a "two tier" approach to help ensure that preparations by individual clubs could be examined against the official recommendations. The proposal was not pursued. We now recommend that the Football Association should implement such a system. It would require each club to review its particular arrangements in the light of the national guidance and produce a detailed set of plans - in collaboration with the police and other relevant agencies - to be submitted to the football authorities for endorsement.

5.9 A requirement of this kind would prevent "innocent" clubs being caught unaware. More importantly, it could be used to place conditions on "guilty" clubs which would prevent them avoiding their responsibilities. It might also ensure a more cooperative and committed response. The "two tier" system would be, in effect, a form of licensing: if clubs did not meet the guidelines, either due to deficiencies in the fabric of the stadium, or through ineffective pre-match liaison or preparation, the "licence" to stage matches could be withdrawn. Enhanced FA powers as described above would ensure appropriate enforcement of this requirement.

5.10 In rejecting this approach, the FA argued that it would generate too much work particularly for those clubs which rarely suffer from violence. There may also have been a concern in football that there might prove to be shortcomings in the design of many grounds, if not in the fabric itself, and in the access and egress which determine the movements of the crowd. We believe that these latter points are not so much objections as a reinforcement of the case for such measures. Regarding the first objection, this proposal may be justified for the overall good of the game.

Liaison Officer

5.11 The Group welcomed the contribution of the FA's Overseas Liaison Officer (Mr Leslie Walker) who advised clubs, police and civic authorities in Europe when English teams were playing. His domestic counterpart - Sir James Starritt - appears to play a more passive role; this may be due to the larger size of his constituency and to his less well defined task. The Domestic Liaison Officer's role could be more dynamic. He could attempt to pick out potentially difficult matches, or could simply visit clubs at random, to ensure that the precautions required by the club's "licence" were being met. The Group sees a case for the Government helping to meet part of the Liaison Officers' salaries.

5.12 It might be useful to arrange national conferences or regional seminars for representatives of league clubs and police forces to discuss methods of crowd control in and around stadia. These could be addressed by the Football Association Liaison Officers, experienced police officers and perhaps a representative from a club with little or no trouble (eg Liverpool). The question of financing these would be settled between the participating groups.

The league fixture list

5.13 It should be possible with the advice of the FA's Domestic Liaison Officer and agencies like the police to "rate" clubs according to the threat of violence traditionally posed by their supporters, home and away, at the stadium or on trains. This would enable the authorities properly to judge the appropriate level of measures to be employed against violence.

5.14 The Group also noted that the risk or threat of violence varied according to the time of year. It is more likely to take place at the beginning and end of the season, and at holiday periods, particularly at seaside fixtures when other groups of young people sometimes also clash with football supporters.

5.15 The Group believes that the determination of the league programme should take these factors into account. We recommend, therefore, that matches between "high-risk" clubs should be programmed to take place mid-season and not on bank holidays; that the current practice of playing local derbies on bank holidays should be changed; and that high risk clubs should not play "away" matches at seaside towns on or during holidays. We recognise that this would be unpopular with some clubs since the current practices are designed to maximise gate receipts. But we consider that, in the longer view, clubs would benefit from a general increase in gates if violence can be shown to be on the wane. This step has already been taken by the FA for their international matches; we welcome the Football Association's decision not to arrange matches for the national team in Western Europe over the next two years and to cease to arrange games at Wembley on an "automatic return" basis. This change of policy will have cost the FA money and demonstrates their concern to resolve a problem that has travelled with English teams in recent years.

Club Membership

5.16 The only sure way to prevent violence within the stadia is to prevent potential hooligans from gaining access. Whilst it is traditional in football and most spectator sports to allow the public unfettered access (on payment of an admission fee), many places of entertainment limit access to members who have to agree to predetermined rules or standards of behaviour. Whilst football clubs do have supporters' clubs, membership of them confers only marginal advantages. In

view of the nature of the problem of soccer spectator violence, the Group suggests that supporters' clubs should be used to determine admission to football grounds, either absolutely, or in such a way as to give members significant privileges - for example, better facilities and fewer barriers.

5.17 The idea of limiting admission to football grounds to supporters' club members has been discussed before and rejected on the grounds of practicability, in particular, that the delay in verifying membership cards at the turnstiles would itself lead to frustration and possibly violence, particularly if ticket holders were refused admission. The Football Association and police (each with experience of excluding difficult crowds from grounds) shared these views. The Group considers, however, that these reservations may have been made redundant by advances in computer technology. There are now systems available which could provide for automatic membership card verification. Several companies have designed systems for this purpose.

5.18 The Group does not underestimate the difficulties - not least of public perception and the anticipated resistance from football itself - but recommends that the Football Association should re-examine quickly and in detail a scheme along the following lines with the Football Trust and interested Government Departments. We envisage that it would be operated by the Football Association, though other options are available (eg, the Football Trust). The basic principle would be that access to football grounds would be limited to members of a recognised supporters' club, or a national supporters' club. Enforcement would be through an electronically read (at the turnstiles) membership card. Membership would be withdrawn from anyone found guilty of offences of violence associated with soccer: the "readers" would be programmed not to accept lost or withdrawn cards. Additionally, clubs might wish to be able to withdraw cards on the evidence of their stewards. It would be for consideration whether offenders should be banned for life or whether membership could be restored after a set period. Such a scheme would require a central national computer record system, with on-line terminals at the grounds, so that offenders from one club could not go to another and so that casual supporters could be admitted ad hoc. We recognise that a number of detailed issues would have to be resolved before a scheme could be put into operation.

5.19 We do not see this as an immediate way of ridding the stadia of violence: it would take some time for the hooligans to be weeded out. But we do see it as one practical way of seeking to eradicate violence, rather than simply to contain it, at least within the stadia. We are not unaware of the potential cost of such a scheme. But we note the offer by the Football Trust to provide the necessary software and we feel that the clubs themselves should be prepared to make an investment both in view of their responsibilities and as a sound commercial judgement to win back the true supporters. As a measure with long term potential, we regard it as likely to be cost-effective.

Close-circuit television (CCTV)

5.20 The Group welcomes the initiative of the Football Trust in mounting an experiment into the use of Close Circuit Television (CCTV) at football grounds. This should help in the deployment of police both in and outside the stadia; be a deterrent to potential trouble makers, and possibly provide evidence of misbehaviour. Subject to the results of the experiment, the Group suggests that at least selected clubs, perhaps as part of their individual "blue print", should be urged or required to install the necessary infrastructure (wiring etc) for CCTV. We welcome the willingness of the Football Trust (and thus the Pools Promoters' Association) to fund work of this type. But the clubs themselves should be willing to accept some of the cost of this work, both as an earnest of their willingness to accept their responsibility and as a sound commercial investment: the contribution of CCTV would result in a reduction of numbers of police at matches, for which clubs (and local authorities) have to pay, and reduction in misbehaviour could lead to an increase in attendances.

Links with the community

5.21 The Group welcomed the efforts made by a number of clubs to promote closer links with their supporters. These efforts have ranged from simple schemes such as holding 'open evenings' to more adventurous projects whereby young people are occasionally trained by the players. One club, Stoke City, in association with the City Council, has started a scheme - "Matchmates" - under which they invite a number of schoolboy teams from the opposing club's area to travel to Stoke on the morning of the match to play against schools in the Stoke area. A sponsor then provides a free lunch and all the teams are given free

tickets to watch the match in the afternoon. The scheme is designed to encourage young people to meet and talk to opposition supporters in the hope of preventing young fans from regarding supporters of rival clubs as 'the enemy'.

5.22 The Group believed the "Football and the Community" scheme (run by the Football Trust and the Sports Council) which provides public social and sports facilities as part of the club can help engender a positive and constructive club spirit.

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Police and court powers

5.23 The powers available to the Courts have already been extended by the present Government through the Criminal Justice Act 1982 and legislation is currently before Parliament to improve the powers of the police. We believe it essential that both the Courts and the police should be seen to be using their powers to the full if violence is to be deterred.

Action of the police

5.24 The police have established effective inter-force liaison and it is now routine for forces to pass information about their local teams to forces due to receive them for matches. This has allowed preparations to be made for potentially difficult matches which ensure adequate manpower to control the movement of supporters between stations and the grounds and during matches. The group recognises the importance of policing at football matches. In particular, decisions relating the level of policing to the level of anticipated disturbance can be crucial.

5.25 Expertise in crowd control resides with the police and we recognise that it is for them to determine what action is appropriate to deal with any specific incident. We further recognise that decisions whether to bring charges is a matter for their discretion. Nevertheless the Group believes it important that the police should not appear to be ignoring criminal behaviour and that they should do more to explain why, on occasion, it is not possible to press charges against offenders when violence or other criminal acts have clearly been committed.

Action of the courts

5.26 It is for the Courts to pass appropriate sentences. This is a matter entirely for judicial discretion; Ministers have no authority to intervene. The Courts have, however, been criticised in the past by the football authorities, the police and the public for failing to take account of the seriousness of football hooliganism when imposing sentences on soccer hooligans.

5.27 Recently, however, there has been every indication that magistrates have dealt firmly with football hooligans. Adequate and appropriate penalties are already available; a list of the most commonly charged offences and their penalties is attached at Annex F. Given that the individual offences with which hooligans are charged are in the lower order of criminal offences and usually triable only summarily, the typical range of sentences awarded in the course of the 1983/84 season (see table at Annex G) confirms our impression, shared by the FA, that magistrates are not being 'soft' on offenders. We would have hoped, however, to see more use being made of attendance centres particularly on Saturday afternoon, which would remove potential hooligans from matches for a while. We believe such sentences would detract from the "status" of hooligans and deter them. We hope magistrates can be persuaded to make more use of attendance centres.

5.28 The Parliamentary Under-Secretary of State at the Home Office has informed the Magistrates' Association that the Government welcomes the firm line which magistrates are taking. In the Court of Appeal, Lord Justice Lawton has said that sentences must deter future violence and that, subject to exceptional mitigating circumstances, youths between 17 and 21 should expect to receive a custodial sentence on conviction of an offence involving violence to police or others trying to maintain order at or near a football match or to spectators not involved in the violence.

C. MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

A new offence?

5.29 The Group considered whether a specific offence of "football hooliganism" should be prescribed, under which offenders would automatically receive custodial sentences, or be sent to attendance centres on Saturdays. Such an offence would be difficult to define satisfactorily. For instance, how widely should the new offence be applied? Should it be limited to stadia, or the environs of football grounds, or while travelling to a match, or should misbehaviour at any time by persons wearing football club favours be so described? We were unable to arrive at a suitable definition. More importantly we were not convinced of the need for a new offence. The present criminal law prescribes the misbehaviour we were invited to consider and in our view the penalties available in the courts are sufficient. It would in our view be inappropriate to have a separate criminal code for common offences merely because they occurred in the context of soccer. We understand however the public concern and recommend that Ministers seek to counter the widely held impression that the Courts are passing light sentences.

Liaison by football clubs with magistrates

5.30 We welcome the initiative by the Football Association, through the Liaison Group, to invite magistrates to attend matches at the clubs in the areas covered by their Courts to give them a better idea of the problem. We are concerned that some Benches have refused invitations from clubs on the basis that it would prejudice their judgement when dealing with football hooligans. We consider it would help magistrates to pass appropriate sentences if they had better understanding of the problem. We recommend, therefore, that the Magistrates' Association should be encouraged to accept such invitations and clubs be encouraged to offer them.

Banning of alcohol in the grounds

5.31 It is commonly believed that alcohol is a significant factor in causing soccer violence. Those who adhere to this view point to reported reductions in violence at matches in Scotland following the introduction of the Criminal Justice (Scotland) Act 1980 which banned alcohol from being sold or brought into football

grounds, as well as banning it from trains and coaches operating as "football specials". The legislation has yet to be in force for long enough for firm judgements to be made; nevertheless, there is strong anecdotal evidence that it has resulted in a marked decline in soccer violence in Scotland. The Government is therefore under pressure from the press, the public and some in football to pass similar legislation in England.

5.32 There is however evidence that drinking patterns in Scotland and the North East of England are different from those in the rest of England and Wales. In the former, more alcohol is drunk at weekends than during the rest of the week, whereas in the latter a steady amount of alcohol may be consumed throughout the week. There are differing views. Largely because the police report little evidence of drunkenness among those arrested at football matches, some believe alcohol is not a major factor in soccer violence in England and Wales; others, however, consider it likely that alcohol is a contributory factor in some violent behaviour.

5.33 Clubs already have the power to ban the sale of alcohol within grounds. Guidelines issued by the FA to all league clubs recognise this and strongly recommend that consideration be given to the banning or restriction of the availability of alcohol. Provision is made in the guidelines for clubs to liaise with the police to consider whether restrictions should be placed on the availability of alcohol at premises in the vicinity of football grounds. Even if legislation were introduced, it would fall to club stewards and the police to enforce it by ensuring that alcohol was not brought into the ground or that drunken supporters were not admitted; this is not different from the status quo.

5.34 For many clubs, bar receipts are a part of their income (up to £100,000 pa in some cases) which they are reluctant to lose. The Group recognises the financial pressure upon clubs: many survive on bank overdrafts, and extremely slim profit margins, and their reluctance to implement measures which would limit their income is understandable. However, this seems a short-term view; we believe that in those cases where violence does seem to be associated with drink, its decrease would encourage more peaceful spectators in the long run. Clubs should be encouraged to take a longer term view.

5.35 The Group concludes that, in the absence of clear evidence that the introduction of legislation along the lines of the Criminal Justice (Scotland) Act 1980 would reduce violence at English soccer matches, it can not recommend such action. Furthermore, legislation of this kind would be unwelcome to many; the majority of football clubs are untroubled by violence and would unnecessarily be penalised financially and the vast majority of non-violent spectators would suffer for the actions of the few.

Alcohol on football coaches

5.36 The Group considered as a separate issue the consumption of alcohol on football coaches. Since 1981 the Traffic Commissioners (who are the licensing body independent of the Secretary of State for Transport) have been able, under regulations, to impose conditions on PSV operator licences in order to restrict passengers taking alcohol onto coaches. For a number of reasons, but especially because they bite on the operator and not the passenger, these measures have rarely been used. The Chairmen of the Traffic Commissioners have concluded that if there are to be restrictions on alcohol they should be imposed directly through primary legislation on similar lines to Section 69 of the Criminal Justice (Scotland) Act 1980. Nevertheless the Chairmen express doubts about the effectiveness of such measures. They believe it is primarily for the police authorities to judge whether restrictions on alcohol would be helpful, bearing in mind that many supporters do not travel on football coaches at all, but by private car or on hired transport. Enforcement would in any event be a matter for the police.

5.37 Despite these concerns, the Traffic Commissioners have made use of their powers. Restrictions may also be put on the movements of a company's football coaches. The time of arrival may be set, for example, at no more than one hour before kick-off and departure at no more than one hour after the end of the match, with no stops to be made, except in an emergency, within 10 miles of the ground.

5.38 The Group commends the Commissioners for supporting the police in this way. But we see drawbacks in the wider application of such restrictions and share many of the doubts expressed above about the efficacy of an alcohol ban. If too many restrictions were placed on coach travel, supporters currently using this method could turn to self-drive private hire mini-buses to which no controls could be applied and whose movements would be unknown. We believe that potential hooligans

tend to travel by train rather than by coach so that any problem is likely to be minimal. We do not therefore recommend any legislation, but we express the hope that the Traffic Commissioners will make the full appropriate use of their powers in the light of police advice.

Alcohol on trains

5.39 The Working Group considered additional controls on the consumption of alcohol on trains. We are mindful that for all categories of service, whether chartered, sponsored, "specials" or normal service trains, British Rail has a discretionary power to prevent alcohol being taken on board or consumed there. The available statistics for the last two soccer seasons show that the majority of trains carrying soccer spectators travel "dry"; 92% of all "football special" trains run "dry", as do 53% of service trains carrying significant numbers of football supporters. The Group congratulates British Rail on this effective use of the powers available to them. In the absence of any suggestion of widespread problems on the trains associated with drunkenness, the Group concludes that there is no case for recommending additional measures.

Information

5.40 The lack of an adequate data base makes it very difficult to quantify how successful measures taken to date have been and likewise to predict the impact of new measures. The obvious source of statistics is police records. But the police - other than the British Transport Police and, to some extent, the Metropolitan force - do not keep distinct records on football related incidents. This is understandable as there is no offence of 'football hooliganism'.

5.41 It would be disproportionately expensive to record separately offences related to soccer and we shall have to await the results of continuing research by Leicester University to discover how effective past measures have been. This project, which is jointly funded by DOE and the Football Trust, will be based upon earlier work but will compare the effectiveness of different methods of crowd control, contrasting those clubs which have had success in reducing trouble with those that have not. It is also proposed to study methods used in Holland and Germany, particularly in relation to arrangements made for visiting supporters. This is a substantial project and, unfortunately, will take up to two years to complete.

SECTION 6 : NEW OR IMPROVED MEASURES (INTERNATIONAL)

6.1 The increase in trouble at European matches involving British clubs, coupled with the decline of violence at domestic matches, means that the "export" of hooliganism now causes most concern. Planning, preparation and coordination are the most important factors in preventing trouble, as with domestic matches; but the difficulties are compounded by the number of authorities and distances involved.

6.2 English clubs and the Football Association have, over a number of years, urged their European colleagues to adopt similar precautions to their own, with particular respect to the control of ticket sales and segregation. However many countries have less experience than we unfortunately do of controlling potentially violent supporters; others adopt practices which, whilst effective for their own supporters, can exacerbate the feelings of British "fans". Because of their own circumstances and perception of the problem they have not adopted all of our suggestions and are often unwilling to accept the loss of revenue which proper control of ticket sales and segregation would incur. UEFA's (European Union of Football Associations) ground rules do cover such matters as spectator segregation but, though basically good, their rules are often inadequately applied.

6.3 It is against this background that the Council of Europe Recommendation was formulated and agreed. The problem now faced is mainly one of enforcement, but there are some additional measures which also need considering.

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of UEFA

6.4 For matches in European competitions, UEFA not the FA is the competent disciplinary body. Its rules and methods of operation are similar to those of the FA. (Its ground rules for limiting violence are at Annex H). The Group perceives important differences, however, in the way in which UEFA seeks to enforce them.

6.5 In common with the FA, UEFA holds disciplinary hearings following reported incidents of violence within the grounds. The FA General Secretary is a member of UEFA's Disciplinary Boards and receives and considers their conclusions. The Boards do not take evidence from those present, as does the FA, but relies on the

report of its observer at the game. Thus, there can be little consideration of the precautions taken against violence by either club, and questions of whether the home club has fulfilled its obligations under the UEFA ground rules appear to receive only a cursory examination. In sharp contrast to the Group's concern that the FA pays too much regard to whether a club had taken "reasonable" precautions, UEFA, it appears to the Group, takes the view that a club is responsible for all actions of those who purport to support it. We consider that the UEFA ground rules have not been adequately enforced; and when visiting English clubs' supporters have, because of this, been able to cause trouble, English clubs have to some extent been unfairly penalised. Consequently, we hope that UEFA will take further steps to ensure that its own rules are observed and enforced.

Club membership

6.6 The Group would have liked to recommend the introduction of a membership card scheme for European games on the lines of that suggested for home matches. There are, however, additional difficulties. These games are played under the auspices of UEFA, not the FA. UEFA could be unwilling to ask clubs in other European countries to cooperate: they clearly see the matter as an English problem. Further these clubs would not have the necessary hard- and soft-ware crucial to the scheme's success.

6.7 The FA could however approach UEFA to ask for their assistance in better controlling the access of British supporters to matches in Europe. Currently, whether English clubs and the FA take tickets or not, potential hooligans know that they will be able to buy tickets on the day of the match either officially at the ground, or unofficially through ticket touts, and thus gain access to the ground. This destroys whatever segregation might have been planned by the home club and exacerbates the risk of violence. There is little that the FA or clubs can do alone. We understand that the FA may no longer take tickets for matches in Europe involving the England side since they believe that the Association cannot accept responsibility for the supporters who travel; the cost and work involved in taking and selling tickets has not been justified by the results. Whether or not tickets are taken, hooligans will travel and will get inside the Stadium. However, the Group recommends on balance that the FA, and clubs, take an allocation of tickets for their supporters: segregation is more likely to be ensured in this way, and the law and order authorities abroad, as well as in this country, could

be forewarned of supporters' travel plans. The Group accepts nonetheless that, under present arrangements, it is impossible for the football authorities in this country to identify hooligans in advance and ensure that they do not get tickets.

6.8 We recommend that supporters should travel as members of organised groups rather than individually so that adequate preparations can be made for them. We believe that Britons not holding tickets for the match should if possible stay away from its vicinity in view of the strict security measures which Governments have agreed to take.

6.9 We recommend that the FA should discuss with UEFA the implementation of a possible scheme to limit the sale of tickets and admission to grounds in Europe to members of a national supporters' club. We do not underestimate the practical difficulties; but we commend as a model to provide a basis for discussion the scheme devised by the Leicester University research team in their book "Hooligans Abroad". It is possible that UEFA might be reluctant to cooperate; we understand that such a system could be difficult to enforce; but we believe that such a scheme could deter hooligans and potentially have a significant effect in reducing violence.

Liaison Officer

6.28 The FA's Overseas Liaison Officer attended two of the Groups meetings arranged to discuss specific matches. He performs a most useful coordinating role for matches abroad: his primary responsibility is for England team fixtures but he is also available to advise and help in the arrangements for English club matches on the continent. The Group feels that the Scottish FA should be encouraged to make a similar appointment.

B. MATTERS PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Policing of cross-Channel ferries

6.11 The British Transport Police (BTP) have jurisdiction to police the ferries of Sealink UK Ltd and they frequently travel on those ships which carry football supporters. In practice most of those supporters who are likely to present crowd control difficulties travel by train to the ports and from there by Sealink ferries. Not all "Sealink" vessels are operated by Sealink UK Ltd; the foreign

"Sealink" vessels are operated by SNCF (France), RTM (Belgium) and SMZ (Holland). The BTP do not have jurisdiction to police the ferries of the other British ferry operators or the Continental Sealink companies. Analysis of what went wrong on 29 February on the St Eloi - a French flag "Sealink" vessel carrying supporters to the England v France match - demonstrated the importance of coordinated action by authorities on both sides of the Channel, based on clear advance understanding of their respective responsibilities.

6.12 Following the St Eloi incident the British Transport Police decided that they would no longer attempt to police vessels on which they have no jurisdiction. Their role, if any, on foreign vessels will be confined to advising the foreign police forces. BTP have redoubled their efforts to liaise effectively with their colleagues overseas well in advance of each match likely to give rise to trouble.

Liaison by ferry companies

6.13 The British ferry operators have reviewed their methods for dealing with football supporters. Of the companies concerned, only Sealink UK regularly has to deal with large numbers of fans. After discussions with its port managers, the BTP and with the Department of Transport, Sealink UK came to the conclusion that the "best practices" of its masters in dealing with football supporters should be drawn up and issued as guidelines to all Sealink port managers and masters. This was done in advance of the matches in April and May.

6.14 The existing precautions for dealing with supporters on ferries have been tightened by both the British Transport Police and the ferry companies. The policing and handling on foreign ferries was significantly improved as a result of the contacts made by BTP and Sealink UK with their counterparts overseas and letters sent by the Minister for Sport to his colleagues abroad.

6.15 The Working Group concluded that considerable advances had been made by the agencies involved in the international transport of football supporters during April and May. This is partly the result of the efforts which the Working Group itself had made in emphasising to those responsible the importance which Government and Parliament attaches to minimising the risks of a repeat of the problems which had arisen on the St Eloi. The Group considers that the present arrangements on the British side of the Channel are as effective as they could

reasonably be expected to be. But there is certainly no room for complacency. Pressure should be maintained to ensure that good liaison continues with the authorities abroad; experience with future matches should be carefully monitored and reviewed by all concerned.

Liaison by British Transport Police

6.16 The Group welcomed the efforts of the British Transport Police to secure good lines of communication with all football league clubs. In advance of foreign matches they usually receive the ready co-operation of the clubs, who are able to supply details of ticket sales and travel arrangements made by official supporters clubs, and frequently pick up useful rumours on the intentions of "unofficial" groups. In the past, also, the BTP have liaised with British Rail and Sealink and passed worthwhile intelligence on to various Continental authorities and to British Consulates.

6.17 For the match between Nottingham Forest and Anderlecht in Brussels on 25 April the liaison arrangements were extended. With encouragement from the Working Group, the BTP offered to act, experimentally, as a focal point in the United Kingdom for travel information, covering movements by train, air, coach, private transport and cross-channel ferries; and to pass on relevant information to the Belgian police and port authorities on a reciprocal basis. To that end they set up meetings involving the Kent County Constabulary and the Belgian Gendarmerie, one outcome of which was that the Gendarmerie for the Ostend district agreed to accept all information and advise all other interested organisations in Belgium.

6.18 It is important to consolidate these and similar links. We welcome the seminar recently held by BTP to establish permanent lines of communication with continental police forces and other organisations. The BTP is uniquely qualified to coordinate transport information in the UK and with forces overseas. We hope they are prepared to continue in the role they have successfully developed, within their resource constraints.

Transfer of proceedings

6.19 Concern has been expressed - and the Working Group has some sympathy with this - that some European countries, contrary to the provisions of the Council of

Europe Recommendation, do not bring many British "hooliganism" offenders to trial, but simply deport them. It saves time, trouble and money: it does not, however, provide any deterrent.

6.20 It would be theoretically possible for the UK to negotiate bilateral agreements with other countries for the return to the UK of British offenders for them to be dealt with by British courts. But this would require primary legislation. The effect would be to assume extraterritorial jurisdiction in respect of various activities on the part of British citizens abroad which, if undertaken in this country, would have constituted offences under United Kingdom criminal law. The offences in question would have to be those most commonly committed by football hooligans - presumably criminal damage, theft and various offences against the person. Without such legislation the courts would be unable to deal with any returned offenders. However, the provisions would necessarily be very broad. There is no obvious way of distinguishing football hooligans from any other British citizen whose activities abroad would constitute a criminal offence if committed in the United Kingdom; the legislation might well have to be on a world wide basis; it would need to apply to a considerable number of offences; and it would presumably have to cover the criminal jurisdictions not only of England and Wales but also of Scotland and Northern Ireland.

6.21 Legislation on these lines would be complex and difficult. It would also be objectionable in principle. It would represent a considerable distortion of the territorial principle on which our criminal law is based. The potential practical difficulties for our courts, moreover, would be substantial.

6.22 These objections apart, it seems highly unlikely that other countries would think it worth their while to conclude such agreements - even if the necessary United Kingdom legislation were enacted. For a prosecution to be successful, our courts would require the presence of witnesses from the country in which the offence took place. It is unrealistic to suppose that, except perhaps in the most serious cases, the countries affected would be willing or able to devote the necessary resources to the prosecution in this country of people caught by any new extraterritorial legislation. For these reasons, we conclude that the idea is not a practical one.

C. MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

Implementation of the Council of Europe Recommendation

6.23 Since the Recommendation was agreed by the Council of Europe drafting group and put to the European Sports Ministers there have been three matches in Europe involving English teams at which there have been disturbances - serious ones at Luxembourg v England on 16 November 1983 and France v England in Paris on 29 February 1984 and less serious at Anderlecht v Tottenham Hotspur in Brussels on 9 May 1984.

6.24 For the match in Brussels the Recommendation was closely followed; pre-match planning was of a high standard and there was excellent liaison between the Belgian and British authorities. The AS Roma v Liverpool match in Rome on 30 May 1984 is another example of the Recommendation being fully implemented and there being only limited outbreaks of violence. The Paris match is, unfortunately, a different story. There were meetings with the French which agreed arrangements in accordance with the Recommendation. However many important provisions were not implemented, thus contributing significantly to the disturbances on the French Dover-Dunkirk Ferry, on the train from Dunkirk to Paris, in the stadium and, after the match, in the streets outside. In particular, tickets were sold on the day of the match and, therefore, plans to segregate supporters failed.

6.25 In advance of the match the Minister for Sport had written to his French Ministerial colleague pointing out the potential dangers and drawing her attention to the Recommendation. He sent similar letters to his Belgian and Italian colleagues before the matches in their countries. Such letters from the Minister for Sport to his colleagues are very useful in paving the way to close cooperation between our authorities and those of the 'home' country. An example is at Annex I.

6.26 The Group believes that the Government, its officials and the Football Association must continue to take the lead in the implementation of the Recommendation. This applies both on a match by match basis and at the higher policy level. The Recommendation is itself, of course, a British initiative, as was the resolution passed by the Conference of European Ministers for Sport in Malta on 14-16 May confirming the commitment of the Ministers to the implementation of the Recommendation.

6.27 Coordination for European Matches has been managed by DOE in cooperation with the Consular Department (FCO) and other Whitehall Departments. The Consular Department and our Consulates abroad have nominated officials - normally the Consul himself - who are ready to give all possible help and advice to visiting British clubs. They have been given detailed instructions on planning and precautionary steps. (Annex J).

Government Liaison

6.28 On submission of this report the Group has discharged its remit. But the role it has played in the preparations for European fixtures might usefully be taken up by a similar group, comprised of officials and representatives from the Football Association, the police and club. It could meet monthly during active periods (and at very short notice to deal with emergencies) with the prime function of identifying problem matches and ensuring that all the necessary precautionary steps - as set down in the checklist prepared by the Group (Annex K) - are taken. The terms of reference for this group would need to be carefully drafted to ensure that the separate responsibilities of the Football Association and Government were respected.

Consular Confidentiality

6.29 The Group recognises the efforts made by the Football Association to compile a list of potential hooligans so that it can make more informed judgements about ticket sales. We recognise also, however, the importance of Consular confidentiality, which prevents Consulates making available to the FA names and addresses of those supporters arrested and even those found guilty of "hooliganism" offences unless the details are reported in the open Press. (The reason for this is the invariable practice for Consuls to respect the wishes of all prisoners (except minors) about whether or not to inform others - principally, the next of kin - about arrests and convictions.) Recent experience in Paris and Brussels has shown that the number of British nationals actually charged with, or later convicted of, "hooliganism" offences is very small and that all their names were published in the press here and abroad. But on other occasions there may be more arrests; that would be consistent with the Council of Europe Recommendation and with everyone's proper concern that offenders at football matches receive the due process of law. Or the press may fail to publish names. In the latter case, we recognise the FA's

concern to know the names but we consider that the principle of Consular confidentiality should be upheld. Inquiries about the identity of people convicted should be made through UEFA, the national football authority or Government Departments here.

Withdrawal of Passports

6.30 There has been public and media pressure to withdraw passports from convicted "hooligans". The Government has previously rejected this possibility; we recognise that the reasons for doing so are neither widely understood nor accepted. Having considered the proposition we are clear that it should not be pursued, for the following reasons:-

[NB: This section to be redrafted by Home Office]

- The Government has no powers to withdraw passports and to take such powers would be constitutionally unsound
- it would be difficult to limit any action to football hooligans (in the absence of a specific offence)
- it would set an undesirable precedent in respect of other crimes (especially those thought to be more serious)
- what is now simply a travel document would become evidence of an individual's criminal record
- there would be inconsistency: such a system would depend for its effectiveness upon foreign authorities notifying the UK of convicted offenders
- it would be difficult to enforce. Hooligans could not be prevented from obtaining a British Visitor's Passport (BVP) from any Post Office; BVPs could be withdrawn, but this would deny a speedy and temporary passport to many innocent people. There is in law no provision to prevent people leaving the country without a passport (though they would probably be refused entry at the port of arrival).

- if the passport were confiscated by foreign authorities, the return of Britons from abroad without one would pose particular problems for the immigration authorities.

6.31 We cannot, therefore, recommend direct action in this way. Neither do we consider that the Government could demonstrate its sensitivity to public pressure by encouraging the authorities abroad to somehow endorse a convicted hooligan's passport and then not readmit him to their country. The practical difficulties would remain. However, there would appear to be no bar to circulating the names of known hooligans to immigration officers at ports of entry, as is done in the case of convicted offenders recommended for deportation by a British court and subsequently deported. Their passports are not endorsed but their names are placed on a "warning list" available to all immigration officers so that the offender can be identified on any future attempt to come into the country and refused entry. We believe that similar systems exist in other European countries. We therefore recommend that enquiries be pursued by the Government into making available warning lists of football hooligans to immigration officers.

Alcohol on Ferries

6.32 Alcohol is available on ferries from two sources. There are bars, buffets and restaurants selling food and drink for consumption on the ferry; there are duty-free shops selling cigarettes, alcohol and other merchandise for importation into the passenger's country of destination. The ferry companies see both of these as a valuable service to their customers and as a source of revenue.

6.33 Powers already exist for the control of the sale of alcohol on vessels. Masters of vessels have complete discretion to ban the sale of alcohol on any sailing if they consider this step to be necessary for the safety of the ship, which is their prime concern. The Merchant Shipping Act 1974 also gives Masters wide powers to deal with drunk or disorderly passengers on their vessels or wishing to board their vessels.

6.34 The Group looked at the question of whether the present practices by ferry Masters in restricting the sale and consumption of alcohol were adequate. Neither the number nor the seriousness of incidents involving football supporters on ferries justifies, in our view, automatically banning all alcohol from ferries

which carry significant numbers of supporters. Such a step would penalise ordinary members of the public travelling on ferries with the supporters. It would also penalise the vast majority of peaceful supporters. The advice of the ferry companies is that the arbitrary banning of alcohol sales on a vessel without good reason could enhance problems with football supporters.

6.35 The Group recognises that sometimes the banning of alcohol on a particular ferry would be the right action to take. But that is a decision for the Master. Attempts to lay down arbitrary rules and guidelines are likely to be counter productive. However, the arrangements should be kept under review. Generally, it would be important to ensure that both British and foreign Masters are warned of trouble in advance and given the necessary guidance by their supervising officers.

SECTION 7 : ELIMINATING THE PROBLEM

7.1 We have sought to identify in Sections 5 and 6 some further or improved measures that the Government and the football authorities might take to combat football spectator violence. These are designed to contain and reduce incidents; they are very unlikely to meet the objective sometimes expressed of eliminating hooliganism from football. We may be rid of the problem in the long term, through policies and changes influencing society and young people generally. But in the short term at least violence may be eliminated in our view only by actions which would be considered repressive and which would offend many of this country's traditional freedoms. We consider that the withdrawal of passports which we discuss in paras 6.30 and 6.31 comes into that category. Other examples sometimes suggested are:-

- closing down (either temporarily or permanently) clubs with a poor record on violence but which resist taking remedial measures suggested. The modern football club is a commercial enterprise so that would be an extreme step. It is also possible that the troublemakers would simply move to an adjacent club;
- mass policing - say, 750 at a first division match - could suppress violence, but at great cost;
- ensuring that people leaving the UK for a particular match have a ticket. But it would be impossible to identify those who were definitely intending to go to the match; suspects could readily claim to have a different destination;
- preventing everyone travelling abroad to particular countries on the day of, or before, specific matches. This would be an extreme step by any standards and in our view not justified by the scale of this particular problem.

7.2 Our consideration of the many suggestions of this kind has not revealed a viable solution. We are aware that many experts have similarly failed to find the ultimate remedy. We understand the concern to seek an absolute, even a draconian, answer to this problem, but we believe that none exists which is both reliable in

its effect and fair in its impact. We therefore conclude and recommend that for the present at least the realistic aims and objectives for policies and actions by the Government and football authorities are those set out in the previous sections of this report.

MEMBERSHIP OF WORKING GROUP

Department of the Environment

Mr D V Teasdale - Chairman

Mr W L Smith

Mr J Alexander

Mr S J Crosthwaite

Home Office

Mr B A Emes

Mrs L Pallett

Foreign and Commonwealth Office

Mr M W Atkinson

Miss V Lemon

Department of Transport

Mr J Auger

*Mr A Offen

Mr I McKewan

Dr J Miles

Mr S Whiteley

*Replaced Mrs B A Bostock

MEASURES TAKEN BY THE GOVERNMENT SINCE 1979

DOMESTIC MEASURES:

Legislation

The Criminal Justice Act 1982 strengthened the powers of magistrates to deal with offenders: the Courts can now require parents and guardians to pay fines, costs and compensation for offences committed by young persons and children. The Act places upon the Courts the duty to make such an Order against the parents or guardian, unless the Court is satisfied that he or she cannot be found, or that it would be unreasonable to make such an Order. The Act has also given the Courts greater flexibility in the sentencing of young offenders, providing a new sentence of youth custody and doing away with the limitations on custodial sentences for young offenders. The power to impose Community service Orders was amended to bring offenders aged 16 or over within the scope of the scheme.

Attendance Centres

The Courts can use an attendance centre order to prevent offenders from attending football matches. There are a total of 120 attendance centres; the majority (106) are junior centres for the 10-16 age group. The other 14 are senior centres, designed for the 17-20 year olds. The Courts have the power to make an order operative in the offender's home town, thus enabling them to impose this penalty on visiting supporters.

Advice to League clubs

On 3 February 1983 the Minister for Sport wrote to the President of the Football League drawing clubs' attention to the need to take precautions against crowd segregation and planning were highlighted as the important measures. A copy of this letter was sent to all League clubs (Annex C).

A more detailed "blue-print" listing the precautions which should be taken was circulated to League clubs on 19 August 1983 in time for the new season (copy at Annex D). The "blue-print" revised existing recommendations in the light of experience and for the first time ensured that recommendations on segregation and movement of crowds became mandatory under FA rules.

INTERNATIONAL MEASURES

World Cup

When it became clear that three of the UK's national sides had qualified for the World Cup finals in Spain (June/July 1982), the Minister for Sport set up a Liaison Group involving the three (successful) home Football Associations (England, Scotland and Northern Ireland) and appropriate Government Departments. The Liaison Group, with DOE in the lead, held extensive discussions with the Spanish authorities - Government, municipality, police and soccer - to ensure that adequate precautions against crowd violence were taken. The Minister for Sport visited Spain twice for discussions with his Spanish colleague. The result was that very little trouble was caused by British fans. This initiative showed that early planning for matches to ensure that precautions are taken is successful in diminishing crowd disturbances.

Subsequent International Matches

The success of the precautions taken for the World Cup led the Minister for Sport to reconvene the Liaison Group to coordinate precautions both for subsequent international matches, and for matches in the English Football League.

Additionally, after pressure from the Minister for Sport, the English and Scottish Football Associations appointed Overseas Liaison Officers - retired senior police officers. Their task was to liaise with the various authorities involved to ensure that adequate precautions were taken against crowd violence when British teams played abroad. The English FA alone continues to use a Liaison Officer, with support from the Departments involved and the Embassies.

Council of Europe

As a result of an initiative by the Minister for Sport, to secure better European cooperation, a Council of Europe working group led by the UK drafted a Recommendation calling for joint action amongst European countries to combat spectator violence (see Annex E). The Recommendation was discussed and agreed by the European Ministers for Sport in Rotterdam in November 1983 and as formally adopted by the Council of (Foreign) Ministers in March 1984. It has not yet been thoroughly tested.

DEPARTMENT OF THE ENVIRONMENT
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J J Dunnett Esq MP
President
The Football League
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3 February 1983

See Jack:

You, Bert Millichip and I are all deeply concerned at the recent return of crowd violence at some league matches. That it is continuing to afflict some clubs is a matter of grave concern to me. You offered to circulate a reminder letter to the 92 League Club Chairmen as a matter of some urgency.

The Football Association has, in the past, circulated useful guidance on crowd control to the affiliated clubs. The current difficulties primarily affect the professional league clubs. It seems to me essential to remind clubs that there are precautions which must be taken, and to highlight two particularly sensitive points. In doing so, I must pay tribute to the efforts which our clubs have made in recent years in trying to uphold law and order in and around the grounds. I also do not seek to pre-empt the work of the Liaison Group, or the proposed Council of Europe Working Group, both of whom are working on detailed advice which we hope to receive shortly.

Experience, both here and abroad, has shown that adherence to the available guidelines effectively limits crowd violence. There appear to be two key requirements:

- a. segregation - which must be effective: this means working out the right measures for each stadium, terrace and stand;
- b. careful and detailed preparation and planning, especially with the Police. This will involve a rigorous on-site assessment by both clubs well in advance of all matches involving sides with a history of violence by a minority of their supporters.

These guidelines are not new, nor may they be exhaustive, but I hope clubs will make use of them until we have the detailed recommendations of the Liaison Group. As we are both aware, no such guidelines can represent a panacea to make our major winter sport once more the family entertainment we all want it to be. We are all saddened by recent events, which make it plain that a reminder of the basic "rules" cannot be out of place. I urge clubs to look again at their procedures and precautions so that we can prevent further outbreaks of violence in the weeks to come.

Neil MacFarlane
NEIL MACFARLANE

MEMORANDUM TO FOOTBALL LEAGUE CLUBS REGARDING CROWD CONTROL1. CLUBS ONLYMANDATORY

- (a) Make adequate arrangements for segregation of rival supporters.
- (b) Detailed prior planning can solve many problems experienced both inside and outside of grounds. Clubs must, therefore, undertake detailed liaison with the Police, opposing Club, rail and coach operators and Supporters' Travel Clubs at least 10 days before a match to determine movement of spectators and arrangements. In the case of F.A. or League Cup Matches due consideration must be given, at the time of the draw, to possible replay arrangements.
- (c) Ensure that the terraces are kept free of objects that can be used as missiles.
- (d) Arrange where practicable, for visiting supporters to use turnstiles nearest to the coach parks.
- (e) Avoid all-night queues for tickets.

Strongly Recommended

- (f) Install double barriers and walkway systems to afford quick access to terraces should the need arise. (MANDATORY FOR DESIGNATED CLUBS).
- (g) Take legal steps to ban known trouble-makers from the ground.
- (h) Co-operate as closely as possible with Magistrates.
- (i) Arrange for appeals for good behaviour to be made - possibly by leading players/officials in programmes and over the public address system.

2. IN RELATION TO ALCOHOLMANDATORY

- (a) Ensure that drinks are sold in plastic containers.

Strongly Recommended

- (b) Liaise with the Police to obtain the co-operation of publicans, off-licence proprietors and all licence holders for sale of alcohol near the ground to close at appropriate times on match days.
- (c) Restrict or, on occasions, ban the sale of alcoholic drink within the stadium, except in approved areas.

3. CLUBS WITH THE POLICEMANDATORY

- (a) Liaise with the Police to ensure proper deployment of stewards within grounds. Stewards should be properly trained and regularly briefed to ensure they are capable of working closely with Police. Stewards must be conspicuously dressed and easily identifiable.

- (b) Liaise with Police to arrange for the escort of visiting supporters from stations and coach parks to the ground and return. (See also Mandatory Recommendation 1(b)).
- (c) Arrange for Police surveillance at the turnstiles to prevent missiles and alcoholic drinks being taken into the ground.

Strongly Recommended

- (d) Liaise with Police over visits to motorway service areas by football supporters travelling to away matches.
- (e) Consider in liaison with the Police, making potential problem games "all ticket" and give maximum publicity to the fact that tickets will not be available for purchase on the day of the match.

4. CLUBS AND SUPPORTERS' CLUBS

Strongly Recommended

- (a) Arrange with official Supporters' Club and Travel Clubs that charter coaches and trains only carry non-alcoholic drinks.
- (b) Develop and maintain close relationship with Supporters' Club.
- (c) Examine from time to time the arrangements made for the sale of tickets by Supporters' and Travel Clubs.
- (d) Encourage supporters to travel to away matches in chartered stewarded, responsible groups.
- (e) Consider with Supporters' Clubs the issue of combined travel and match tickets.

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

4th CONFERENCE OF EUROPEAN MINISTERS
RESPONSIBLE FOR SPORT

Malta, 14-16 May 1984

B 2

MSL-4 (84) Inf 2
Addendum

RECOMMENDATION No R(84)8
OF THE COMMITTEE OF MINISTERS TO MEMBER STATES
ON THE REDUCTION OF SPECTATOR VIOLENCE AT SPORTING EVENTS
AND IN PARTICULAR AT FOOTBALL MATCHES

(adopted by the Committee of Ministers on 19 March 1984 at the
368th meeting of the Ministers' Deputies)

84.319

04.8

1. The Committee of Ministers, under the terms of Article 15b of the Statute of the Council of Europe,
2. Recalling its Resolution (76)41 on the "Principles for a policy for Sport for All";
3. Bearing in mind the Resolution adopted by the European Ministers responsible for Sport on "Violence associated with Sport" at their 2nd Conference at London in 1978, and their Declaration on spectator violence at football matches and other sports events, adopted at their 10th informal meeting at Rotterdam in 1983;
4. Having regard to Recommendation No. 963(1983) of the Consultative Assembly on cultural and educational means of reducing violence;
5. Respecting the established independence of sports federations, including the international football authorities and the national football authorities in member States;
6. Emphasising the important contribution made by sport and, especially, because of their frequency, football matches between national and club teams from member States, to international understanding and European co-operation;
7. Supporting the principle of fair play in sport and recognising the value of a thorough appreciation of this sporting ideal among spectators;
8. Considering that, in order to reduce violence in society generally, action must be taken against all forms of violence;
9. Concerned by the growth of violence associated with sport and, in particular by misbehaviour and violence among spectators at football matches, which damages sport by tarnishing its public image, by deterring spectators and which may also discourage participation at the levels of sports so affected;
10. Concerned that violence and misbehaviour impose wider social and economic costs on the communities of member States, including those arising from injury to third parties, policing, and damage to property;
11. Considering that the governments of member States and the sports organisations have separate but complementary responsibilities in combating spectator violence and that the two should work together to this end;
12. Commending the actions already taken by member States and by the responsible national and international football authorities to reduce or contain this problem;

13. Convinced that member States of the Council of Europe should take a lead in seeking solutions to the problem, and that their first priority should be the implementation by Governments and by football authorities of practical measures which will have an immediate impact,

I. Recommends the governments of member States:

A. That as far as football matches are concerned, they should, within applicable constitutional limits:

1. acknowledge their responsibility, complementing that of regional and local government and of other public agencies, and that of the football authorities, to curb violence amongst spectators;
2. co-ordinate at national level the policies and actions of government departments and other public agencies against spectator violence, and foster similar co-operation to this end at other levels;
3. attach immediate priority to the formulation and implementation of practical measures designed to reduce spectator violence in the short term, these to include:
 - a. appropriate steps to provide that adequate police resources are available to counter anticipated outbreaks of violence, both within the immediate vicinity of and inside the stadia and along the transit routes used by spectators and also to encourage co-operation including the exchange of information between the police forces of the different localities involved;
 - b. the consistent employment of, or where such does not exist the consideration of the adoption of, appropriate legislation, with a view to ensuring that those found guilty of offences related to spectator violence receive appropriate penalties, taking into account the serious nature of violent offences, which penalties may also deter others from similar acts;

B. That they co-operate fully with and take all possible steps to encourage their national football associations to:

4. ensure that effective measures are taken at and within stadia to reduce spectator violence at football matches and in particular:
 - a. to ensure that the design and physical fabric of football stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control by police and contain appropriate barriers or fencing so as to protect the playing field and to control the movement of spectators around it;

- b. to segregate rival supporters, with one or more terraces reserved for visiting supporters only;
 - c. to ensure this segregation by controlling the sale of tickets for matches, and to avoid the casual sale of tickets that might undermine such segregation;
 - d. to ensure insofar as it is legally possible the exclusion of known trouble makers;
 - e. to ensure the provision of an effective public address system and that full use is made of this, of the match programme brochure and of other publicity outlets to encourage good behaviour by spectators;
 - f. to restrict, if not ban, the sale of alcoholic drinks, including beer, and, if the sale of such beverages is permitted, to ensure that they are not available in potentially dangerous containers;
 - g. to take all practicable steps to ensure that spectators do not bring in any objects that might be used in acts of violence;
 - h. to consider appointing liaison officers to discuss before matches arrangements for crowd control with all appropriate public authorities so as to ensure that any relevant rules are enforced through concerted action;
 - i. to encourage the establishment of official supporters' clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures;
5. ensure that the rules and guidelines of the Union des Associations Européennes de Football (UEFA) for the avoidance of crowd disturbances are implemented as a minimum standard at all relevant matches and to consider adapting and extending them as appropriate to national circumstances so as to have a clear set of rules applicable to domestic matches;
- C. That they work closely with their respective national football authorities to:
6. seek arrangements to assist with the financing of alterations to the physical fabric of stadia or other measures necessary to improve safety and to curb spectator violence;
7. consider the possibility of introducing a system of stadia licensing to promote the safety and orderly behaviour of spectators especially for those stadia used for matches likely to attract large or unruly crowds;

8. invite the media - whilst supporting their editorial independence and recognising their responsibility to report acts of violence - to highlight examples of fair play and sporting behaviour by participants or spectators, in order to give publicity to the authors of such acts and encourage their peers to emulate them;

9. foster co-operation among relevant public authorities, football clubs and stadia owners to ensure good spectator access to stadia (including bus and car parking facilities), unnecessary obstacles to spectator access being a possible stimulus to aggression among spectators;

10. consider the introduction of procedures and studies to monitor the impact of measures to alleviate violence and misbehaviour by football spectators;

D. That, in addition, on the occasion of international club and representative matches or tournaments they should:

11. co-operate closely and encourage similar close bilateral and multilateral co-operation as appropriate both among the relevant national football authorities involved and among the respective national public authorities (for example, police forces) including those of countries which may be crossed by visiting spectators;

12. seek to ensure, bearing in mind each member State's legal procedures and the independence of the judiciary, that visiting spectators, apprehended in connection with acts of spectator violence are tried under procedures which are in accordance with the principles set out in paragraph A.3.b above, or, where appropriate, take advantage of the possibility of transferring proceedings against such persons to the country of residence;

E. That as far as other sports events are concerned where violence and misbehaviour among spectators may be a problem, they apply the same principles and ideas as are embodied in this Recommendation, with respect both to governmental action and to action in co-operation with the national sports organisations concerned;

F. That so far as the general causes of violence amongst players and spectators are concerned, they take additional long term measures to prevent the growth of violence in sport by promoting the sporting ideal through educational and other campaigns and by giving support to the notion of fair play, especially among young people, so as to enhance friendship among sports players and spectators;

II. Instructs the Secretary General to transmit this Recommendation to the governments of those States Party to the European Cultural Convention which are not members of the Council of Europe.

ANNEX

The maximum penalties available to magistrates for the offences most commonly associated with football hooliganism are as follows:

Common assault	2 months' imprisonment and/or £400 fine
having an offensive weapon in a public place	3 months' / £2000
criminal damage	if value £400 or less 3 months/£1000 if value over £400 6 months/£2000
assault on a constable	6 months/£2000
threatening behaviour	6 months/£2000
assault occasioning actual bodily harm	6 months/£2000

More serious assaults and offences of criminal damage can also be tried on indictment in the Crown Court, to which considerably heavier penalties, including unlimited fines, are available.

Powers to deal with juveniles (10-16 yr old) offenders are more limited. No juvenile may be sentenced to imprisonment but where they might otherwise have been imprisoned boys aged 14 or over may be sentenced to detention for between 21 days and 4 months and offenders aged 15 or 16 may also be sentenced to youth custody for up to 12 months. Juveniles may not be fined more than £400 or £100 in the case of children under the age of 14. The Criminal Justice Act 1982 provides that parents may be held responsible for these fines.

Summary of offences and disposals at the Middlesbrough v Leeds and Brighton v Chelsea football matches on 3 September 1983 and at the Reading v Bristol City match on 7 April 1984

At Middlesbrough, six teenage youths were fined between £200 and £350 for offences of threatening behaviour and three youths were sent to a detention centre for 42 days and a fourth sent to prison for the same period.

In Brighton, eight youths were fined sums of between £75 and £500, one received a sentence of three months' youth custody and one of 180 hours of community service for public order offences. One youth was fined for possession of an offensive weapon; one sentenced to six months' imprisonment and one sentenced to six months' youth custody for assaults on the police; and in two cases of damage, fines of £25 and £500 compensation were imposed.

In Reading, 48 arrests were made. Of the 47 who were charged, 43 appeared in court on 10 April. 20 were charged with offences under the Public Order Act, 3 with assault on the police, 3 with obstructing the police, 3 in connection with binding over complaints, 13 for indictable assault and one on a drink charge. Of these, 28 pleaded guilty and 19 were fined, fines ranging in 18 of those cases between £200 and £300. Costs were also awarded in all cases. 3 further offenders were bound over for one year and one received a sentence of 3 months' imprisonment suspended for one year. 5 immediate custodial sentences were imposed: 2 for periods in a detention centre and one each of one, 2 and 3 months' imprisonment. The remaining 15 cases have been adjourned.



Ordre et sécurité dans les stades

Instructions impératives et recommandations pour éviter des troubles provoqués par la foule

Order and security in the stadia

Binding instructions and recommendations to avoid crowd disturbances

Ordnung und Sicherheit in den Stadien

Verbindliche Weisungen und Empfehlungen zur Verhütung von Zuschauerausschreitungen

et jusqu'à nouvel avis
1976/77 and until further notice
und bis auf weiteres

Binding instructions and recommendations to the organizers of UEFA competition matches and to the visiting teams with regard to precautionary measures to avoid crowd disturbances

The passages printed in bold type are to be considered binding instructions.

1. Precautionary measures

- a) **Controlled sale of the tickets in co-operation with the visiting club or Association.**
 - **If possible the visiting team shall be granted the amount of tickets required. Tickets allocated to clubs or Associations shall be distributed as they wish but clubs or Associations will be entirely responsible for this distribution.**
 - **Supporters of the visiting team must be segregated into limited groups (with a maximum of 500 each group if possible) and they should, if possible, not be placed in the front rows which are closest to the playing field. No contact between the supporters of the two teams.**
 - **Avoidance of black markets. At the venue of the match no sale of blocks of tickets, but only by small quotas.**
- b) Possible control by the visiting club or Association before departure to determine whether in particular persons under age dispose of the required financial means. (Thus one could avoid that impecunious fans set foot on foreign territory to start with.)
- c) Influence should be exercised on the activities of the fan clubs in order to obtain their support in avoiding incidents.
- d) The arrival of organized tours of supporters should take place on the day of the match only.
- e) Travel agencies should be instructed to refrain from serving alcoholic beverages on the organized trips.
- f) Travel agencies which are reluctant in co-operating in this respect should no longer be considered in the future.
- g) Control at the entrances of the stadium to avoid that bottles, rockets or other objects are being brought into the stadium.
- h) Confiscated objects shall be kept at a place especially provided for this purpose from where the persons concerned may reclaim them after the match.
- i) Terraces should be partitioned to minimise freedom of movement.

- k) Fences etc. erected between fields and spectators areas should have openings/gates for safety purposes.
- l) Prohibition of sales in the stadia of any beverages in bottles and/or cans as well as of distilled drinks.
- m) Possibly plain clothes policemen distributed among the spectators.
- n) Adequate security service in the interior part of the stadium as well as at the entrances and if possible also in the terraces. The security services must be present during the whole duration of the game.
- o) Service of ushers in the stadium.
- p) If possible, police agents patrolling in the interior part of the stadium, possibly with watchdogs on the lead.
- q) Formation of a special troop ready to intervene immediately in the sector concerned of the stadium in case of incidents.
- r) Distraction and entertainment of the spectators before the game by means of a match being played as curtain-raiser or of a music-parade etc.
- s) Close co-operation with the police forces; possibly direct contact by radio-telephone.
- t) Organization of press-conferences before the game, with the participation of the police, whose speaker may give details about the traffic situation and the maintenance of order on the approach roads and in the stadium area.
- u) Possible installation of television cameras in the stadium to supervise the spectators.

2. Communications to the public

- a) Announcement via mass-media of the introduced prohibitory measures, the controls to be carried out and of all other measures to the fans through the clubs or Associations concerned.
- b) At the same time issuing of an appeal in co-operation with the press, if necessary with the help of advertisements, by distributing leaflets to the spectators during a certain period at the preceding matches of the National Championship or by printing the appeal on the back of the entry tickets:
 - to refrain from bringing rockets, crackers or bottles to the stadium
 - not to throw objects
 - to abstain in any case from entering the interior part of the stadium before, during or after the match

- to keep the expressions of joy or of disapproval within the limits set for good sporting behaviour
 - to back the security services in the carrying out of their duties
 - not to allow that the misbehaviour of a minority deprives the majority of the pleasure of watching good football
 - to preserve the good reputation of the own team by displaying an impeccable conduct.
- c) Abundant and useful orientation of the public and fans through the club or Association concerned already in their home country as to local particularities and customs as well as of special circumstances which travelling match visitors might have to face.

Examples:

- Numbers of the bus and underground lines to the stadium
 - Distance from the airport or station to the stadium
 - Indication of parking facilities
 - Indication of eating possibilities in the stadium or in its neighbourhood with indication of the average prices
 - Indication of customs and monetary provisions.
- d) Before and during the game loud and clear announcements via loud-speaker system in the stadium also in the language of the visiting team. It would be useful if the visiting team could bring also its own speaker to make announcements to its supporters.

3. A close co-operation and an intensive exchange of information between the clubs or Associations concerned, including police authorities, will be necessary in all suitable points.

The before mentioned instructions and recommendations are subject to the disciplinary authority of UEFA. They have been approved by the Executive Committee on March 26th, 1976, and they become effective on July 1st, 1976.

Berne, March 1976

For the Executive Committee of UEFA

The President: The General Secretary:
Dr. Artemio Franchi Hans Bangerter



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

18 April 1984

Dear M Hatry

The Committee of Ministers of the Council of Europe has now formally adopted the Recommendations on spectator violence. I am writing to you in the light of this document about the soccer match on Wednesday 25 April between Anderlecht and Nottingham Forest.

I understand that your police and football authorities have had and are having discussions with police and transport authorities in this country, and with Embassy officials and the Football Association's Liaison Officer to ensure the adequate transportation of supporters to and from the game, and their segregation, as called for by the Council of Europe recommendation. I am grateful for this, and I shall ensure that the British Embassy continue to pass to your authorities details of the organised trips for Nottingham Forest supporters. Experience has shown, however, that not all will travel as part of the organised trips, particularly in this instance, due to the ease of travel between our two countries. Often it is those travelling independently who have been found to cause trouble in the past. I should be grateful if you would ensure that all possible precautions are taken, particularly in respect of policing the Channel crossing.

I am sure that your police will be more than capable of dealing with any trouble which does arise, and I would urge them to take into account that trouble makers may arrive other than as part of the organised trips. I very much hope, of course, that the match, and the day, passes off without trouble. If there is any violence or other law breaking, however, I hope that the culprits will be arrested and brought before your courts and dealt with according to the law, as called for by the Council of Europe recommendation. It is important that the hooligans understand that they will not just be sent home without punishment if we are to deter them from causing trouble in the future.

I send you my best wishes for a successful and trouble free match.

A handwritten signature in dark ink, appearing to read "Neil Macfarlane".

NEIL MACFARLANE

Monsieur Paul Hatry

SOCCER SPECTATOR VIOLENCE

OUTLINE GUIDANCE NOTES FOR FCO POSTS

For most European matches involving British sides, representatives of the British club concerned visit the foreign football club well in advance to discuss all the arrangements, including security measures. Our Posts should offer such visitors any help they can.

Whenever any hooliganism by those expected to attend the match seems possible, British club representatives should be advised (and if necessary helped, in agreement with the host club) to meet representatives of the local police or other security forces to discuss preventative measures. The implementation of proper security measures is of course the responsibility of the host club and country but the British club concerned should cooperate with the host authorities to the full, with any support from HMG as may be appropriate.

Posts should also cooperate with the British club in helping to forward relevant information, e g about numbers of fans and methods of travel to the appropriate local authorities. In any case of difficulty as matches approach, or in obtaining information from sources in Britain, the help of Consular Department should be sought.

In cases where serious crowd trouble seems possible, Consular Department should be asked to arrange with the Department of the Environment (which is the lead Department in Whitehall) for a representation to be made to the foreign Government concerned either at official level through Embassies in London or by means of a Ministerial message. In such cases Consular Department may also be able to arrange through the Department of the Environment for a visit to the foreign club concerned by the English Football Association's security consultant.

/Background

BACKGROUND

The willingness of Western European Governments to take joint preventative action against hooliganism associated with sport is expressed in a Recommendation adopted by the Council of Europe in March 1984. Its major points are that -

- (a) governments should ensure adequate policing at and around the grounds, and on the routes used by fans to approach the grounds. There should also be cooperation and the exchange of information between police forces;
- (b) governments should cooperate with, and encourage, their national football authorities to ensure that effective measures are taken at and within stadia to reduce spectator violence. Particular reference is made to adequate design and fencing of stadia to separate supporters from the pitch and opposing fans, the need to segregate rival supporters with one or more terraces reserved for visiting supporters only, and the need to ensure effective segregation by controlling the sale of tickets and avoiding the casual sale that might undermine segregation;
- (c) governments should cooperate with and encourage the football authorities to take numerous other precautions, including so far as is possible the exclusion of known trouble makers, the provision and use of an effective public address system and match programme and other publicity to encourage good behaviour, the restriction or banning of the sale of alcohol, including beer. Drinks should be sold only in non-dangerous containers, and spectators should be prevented from bringing into the stadia objects which might be used in acts of violence;
- (d) governments should also cooperate with and encourage their football authorities to ensure that the UEFA (Union of European Football Associations') rules and guidelines for the avoidance of crowd disturbances are implemented as a minimum standard.

Consular Department
F C O

June 1984

CHECKLIST OF PRECAUTIONS FOR INTERNATIONAL MATCHES

<u>Initial Assessment</u>	Date	Responsible
Assess comparative risk factor of match		
Decide on appropriate measures to be taken		
Circulate annotated checklist showing programme		
<u>Measures Primarily for Government</u>		
FCO to advise posts of programme		
Minister for Sport to write to foreign colleague		
FCO to approach Embassies in London		
BTP to collect and relay details of supporters' movements to all concerned		
FCO to relay details of supporters' movements to ports and authorities abroad		
BTP and County Constabularies to ensure adequate policing of transport routes		
BTP and County Constabularies to liaise with foreign police		
<u>Measures Primarily for the Football Authorities</u>		
FA Overseas Liaison Officer to advise authorities abroad		
FA to obtain and relay to BTP and FCO details of supporters' movements		
FA to agree precautions, particularly ticket sales and segregation, with host authorities		
FA to agree travel plans with operators		
FA to restrict ticket sales		

APPENDIX A

The Government has been concerned to act to reduce violence associated with soccer, or "football hooliganism". Since 1979, in cooperation with the football authorities, it has taken a number of steps to this end. In view, however, of a small number of serious incidents of violence towards the end of the 1983/84 soccer season, the Government established a working group of officials from the Departments concerned to review what further options were available to tackle the problem. The group's report is attached.

The Government accepts the thrust of the report, and the recommendations for it. It hopes that other bodies - largely the football authorities - will treat seriously and act upon the recommendations for them. The Government recognises that they and other representative bodies will have views on the report, and will be able to draw upon different experience and expertise. The Department of the Environment would be pleased to meet representative organisations to discuss the report, and to receive comments. Initial approaches should be made to Sport and Recreation Division, Department of the Environment, Room B253, Romney House, 43 Marsham Street, London SW1P 3PY.



Handwritten initials and scribbles in the top right corner.

10 DOWNING STREET

From the Private Secretary

25 June 1984

Soccer Spectator Violence

Thank you for your letter of 19 June about soccer spectator violence which the Prime Minister has seen and noted.

David Barclay

Alan Davis, Esq.,
Department of the Environment

Handwritten initials 'LD' in the bottom right corner.



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

Prime Minister (4)

To note the Minister's response to your doubts about the "decline" in football hooliganism. (19 June 1984)

Dear David

SOCCER SPECTATOR VIOLENCE

Attached.

DMS
25/6

Thank you for your letter of 31 May in which you asked for a note of our evidence to support the statement in my Secretary of State's minute of 30 May to the Prime Minister that "Though it is difficult to produce precise statistics our impression and that of the Football Association is that soccer violence in this country, particularly in and around the stadia themselves, is on the decline."

That impression was based, not primarily on such statistical evidence as there is - which we have collected together below - but on the views of those closely involved in these football problems that violence in our football grounds has reduced. This professional judgement, based on experience, is widely supported. But as we have improved our controls at home, we may in a sense have pushed the troubles abroad where offending fans have found it altogether easier to indulge their violent tendencies.

My Secretary of State recognises of course that the public perception may not be one of improved controls: but we must stress that the media regard incidents of hooliganism as news and regularly look out for them, at home or abroad, and exaggerate them. For example, the recent match in Brussels between Anderlecht and Tottenham Hotspur (which prompted the Cabinet discussion) brought headlines depicting riot and disturbance. But our Embassy in Brussels and the local authorities report an altogether calmer story. There were media reports of 200 arrests of English fans; in fact, 6 were arrested, whilst around 100 were detained temporarily as a precautionary measure. In particular, a major media story was that one England fan had been shot. This tragic incident had very little to do with football. The unfortunate victim was killed the night before the match in a bar brawl, over payment of the bill, in an area of Brussels where such incidents are commonplace (and thus our Embassy advises visitors not to go there).

The decline (or otherwise) in hooliganism in the UK cannot readily be backed by statistical evidence, for two main reasons:-

- a. football hooliganism is not a specific offence so that records of arrest are not kept. They would in any case be unreliable. It is often difficult to decide whether an arrest for disorderly behaviour near a football ground has anything to do with football; changes in numbers

of arrests could also be due to changes in policing;

b. records of incidents at matches are neither comprehensive nor consistent. They depend upon human judgements - by referees and clubs - as to whether incidents are worth reporting.

If a report is made, an FA Commission of Inquiry has to be held. This procedure at least is standard and provides, therefore, some guide to trends.

Over the past 6 seasons there has been a drop in the number of reports to the FA requiring investigation from 63 to 53. Charges have been pressed on 5 occasions, compared to 20 six years ago. But we have some reservations about developments in the FA's disciplinary procedure. Our impression is that the perceived reduction in violence in and around the stadia has been brought about by the precautions taken (some at the Government's instigation) by the clubs and the police. But one effect has been to move incidents outside the stadia to transport routes, as indicated by British Transport Police figures showing that arrests for public order offences on trains and stations increased by some 21% over the period 1977 to 1983. During the same period, the number of trains escorted by the BTP increased by 6%. Again we must express a reservation about the statistics; they cannot be related specifically to football and the British Transport Police have said that they improved their methods of collecting information (for train disorders) in 1982 and this may have enhanced the numbers of arrests recorded.

Yours ever

Alan

A H DAVIS
Private Secretary



de v

10 DOWNING STREET

From the Private Secretary

31 May 1984

Soccer Spectator Violence

The Prime Minister was grateful for your Secretary of State's minute of 30 May about soccer spectator violence.

The Prime Minister has noted that your Secretary of State will be discussing the report of the official group on this subject with colleagues; and that he will consult her again about any further recommendations that may be proposed. You should know also that the Prime Minister expressed some doubt about the proposition in the second paragraph of your Secretary of State's minute, that soccer violence is on the decline in this country. It would be helpful to have a note of any evidence you may have to this effect.

BSF u

I am sending a copy of this letter to Hugh Taylor (Home Office), Peter Ricketts (FCO), Andrew Melville (Department of Transport) and Richard Hatfield (Cabinet Office).

(David Barclay)

Andrew Allberry, Esq.,
Department of the Environment,

NR



Prime Minister

SOCCER SPECTATOR VIOLENCE

On 10 May, the Cabinet invited me, in consultation with colleagues and the Football Association, to prepare proposals for combatting violence associated with soccer both in this country and in Europe. You and colleagues might welcome a note of the work in hand.

A great deal has already been done to tackle the problem. There is a set of guidelines for English league clubs to follow in taking precautions against violence. There is an Agreement, through the Council of Europe, setting out the precautions which all the relevant authorities should take for international matches in Europe. We have ensured that the courts have available to them appropriate remedies, and we have constantly urged magistrates to use them. These measures have produced some success. Though it is difficult to produce precise statistics, our impression and that of the Football Association is that soccer violence in this country, particularly in and around the stadia themselves, is on the decline. There has however been more trouble at matches in Europe, probably because the authorities there lack our expertise and experience. The European Agreement was adopted only in March this year, and has hardly had time to produce results; but it appears already that its provisions were not followed at subsequent matches when there has been trouble with English fans. At the Conference of European Sports Ministers on 15-16 May, therefore, Neil Macfarlane secured the agreement of his colleagues to taking positive steps to ensure that the provisions of the Agreement were fully implemented.

Following the violence surround the France v. England match on 29 February, Neil Macfarlane met the Parliamentary Under Secretaries of State for Home Affairs, Foreign Affairs and

ce RI
Prime Minister⁽²⁾: To note.

This is an interim report.
The official group is due to complete its work shortly.
There could be trouble at the match in Rome tonight. JMB

30/5

MB



Transport to review what further action the Government and football authorities could take. The Ministers set up a working group of officials, which is to report early in June. It has delayed doing so until then so that it could coordinate precautions for, and learn from, the eight matches in European club competitions in which British clubs were involved. The group's efforts may have helped to keep the first six of these matches relatively trouble-free. The one exception so far was the Anderlecht v. Tottenham Hotspur match on 9 May; though these troubles were on a much smaller scale than those in Paris in February, they were exaggerated (not for the first time) by the media. The precautions taken prevented a recurrence of violence on the transport routes and (save for one incident) at the match itself.

There remains one further European match, the European Cup Final (AS Roma v. Liverpool) in Rome on 30 May; I attach a note prepared by Neil Macfarlane of the precautions which have been taken for this match.

When I have received the report and recommendations of the officials' group, I will discuss it with colleagues and will put to you any further recommendations we may propose.

I am copying this minute to Leon Brittan, Geoffrey Howe, and Nicholas Ridley and to Sir Robert Armstrong.

Andrew Arben, (private secretary)

for P J
30 May 1984

*(agreed by the Secretary of State,
and signed in his absence)*

EUROPEAN CUP FINAL : AS ROMA V LIVERPOOL : ROME : 30 MAY 1984

NOTE BY THE MINISTER FOR SPORT

A number of precautions have already been taken to prevent violence at the European Cup Final. Arrangements have been discussed within the inter-departmental working party and also with the authorities and organisations involved. The Liverpool Secretary and the Football Association's Liaison Officer have visited Rome for detailed talks with the Rome authorities, the club and the British Embassy.

17,800 tickets have been allocated to Liverpool for the game (ground capacity is 65,000). Of these, it is estimated that approximately 10,000 will be travelling by air, perhaps 4,000 by train, and the remainder in coaches. The majority will be Liverpool season ticket holders, who have a good reputation.

I have written to my Italian colleague stressing the need to implement fully the provisions of the Council of Europe Recommendation on Spectator Violence. Tickets will not be available on the day (it is a sell out); segregation of supporters has been agreed; and no alcohol will be on sale within the stadium. Liverpool, for their part, have arranged for Club stewards to accompany all official parties and will not be giving out tickets for the match until shortly before they reach the Olympic Stadium. No-one found to be drunk at that stage will be given a ticket.

It appears that the Italian authorities are trying to do everything possible to turn the occasion into a pleasant, 'festival-type' event. They are to put up large bill posters welcoming Liverpool and their supporters and are sending 20,000 information packs on Rome to the Liverpool Club for distribution to supporters.

Government Departments are taking the usual steps begun in 1982. Details of supporters' movements, especially those in unofficial groups, will be passed by us to the Foreign Office as we receive them; British ferries carrying supporters will be policed where necessary.

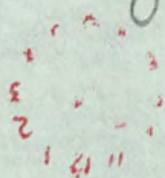
The prospects do not look unpromising, but I must add a note of caution. Although arrangements for this game have been wide ranging and particularly detailed, reports indicate that interest in this game in Rome and the atmosphere is already intense. There were disturbances when tickets went on sale in Rome; armoured cars and water cannons had to be used and the Mayor of Rome went on the radio to appeal for calm. There is good cause for apprehension about the reception which the Liverpool supporters, however well behaved themselves, will be given in Rome. So no-one can afford to relax, especially as the occasion will be watched on television all around the world.

I have spoken to the Liverpool Chairman myself this week, to run through arrangements and the latest assessment. He is content that all possible precautions against violence have been taken. Officials will also be meeting again. I am determined to continue to take all possible steps open to us to avoid incidents at and around this important match - but ultimately it is for the country's authorities where the matches are played to enforce law and order inside and outside the stadium. Once again I have stressed the importance of the Court's procedures.

24 May 1984

Home Affairs DEC 81

Behavior of British football fans
abroad



MAY 1981

Telephone

01 - 2 434

DEPARTMENT OF THE
ENVIRONMENT

2 MARSHAM STREET
SWIP 3EB



Drub
22/5

*With the Compliments of
the Parliamentary Under Secretary of State*

Press Notice

239

16 May 1984

NEIL MACFARLANE URGES EUROPEAN COMMITMENT TO THE RECOMMENDATION ON SPECTATOR VIOLENCE

Neil Macfarlane, speaking in Malta at the Fourth Conference of European Ministers responsible for sport, today urged his fellow Ministers to implement actively and thoroughly the Recommendation on Spectator Violence in Sport recently approved by the Council of Europe.

He said:-

"The Recommendation on spectator violence has now been adopted by the Committee of Ministers some 16 months after the Informal Working Party of Sports Ministers meeting in Paris called for it. A tribute to all involved - including UEFA - in preparing the Recommendation.

"I believe that the Recommendation provides a blue-print which, if followed, would go a long way to containing violence associated with soccer in particular. The key is cooperation and liaison between all concerned. The Recommendation shows clearly where individual responsibilities lie: but only a clear lead by the responsible Ministers will ensure that all the Recommendations' provisions are implemented."

The Minister concluded that:-

"The UK, which initiated work on the Recommendation, welcomes its adoption, and believes that, were its provisions to be fully implemented, the scope for violence associated with soccer matches would be severely restricted. The UK has ordered its affairs to provide for the vital pre-match planning and essential liaison between all concerned. It is concerned, however, that not all countries recognise the importance of all the provisions."

The full text of Mr Macfarlane's speech is attached.

Press Enquiries: 01-212 3496
Night Calls (6.30pm-8.00am)
Weekends and Holidays: 01-212 7071

Public Enquiries: 01-212 3434;
ask for Public Enquiry Unit

TEXT OF SPEECH BY MR NEIL MACFARLANE, MINISTER FOR SPORT.

"The Recommendation on spectator violence has now been adopted by the Committee of Ministers some 16 months after the Informal Working Part of Sports Ministers meeting in Paris called for it. A tribute to all involved - including UEFA - in preparing the Recommendation.

"I believe that the Recommendation provides a blue-print which, if followed, would go a long way to containing violence associated with soccer in particular. The key is cooperation and liaison between all concerned. The Recommendation shows clearly where individual responsibilities lie: but only a clear lead by the responsible Ministers will ensure that all the Recommendations' provisions are implemented.

"In the UK, the Government and other public authorities involved, as well as the football authorities, have nominated responsible officers or 'contact points', and all the organisations involved come together in a working group to plan for matches where they rate the likelihood of violence as high. This applies particularly to matches involving British teams playing abroad in Europe: it appears that a hard-core of hooligans - whose only interest in soccer is that it provides a vehicle for their violence - regularly travel abroad since they believe that it is now often easier to cause trouble in other countries than it is in the UK.

"This working group supervises and monitors the various precautions which are taken:

- the authorities in the host country are alerted to our concerns: some of my colleagues here today will have received letters from me doing just this;
- as much advance information as possible about the movements of supporters and others is obtained, and those movements are monitored;
- this information is passed on by the British police to their colleagues, and through our Embassies and Consulates, both in the host country, and in the countries through which the supporters will be travelling;

- the information is used by the British police, and, we hope, their colleagues to deploy their forces to counter any trouble. We pay particular attention to the Channel crossing, and the British Transport Police will board Sealink UK Ferries (on which they have jurisdiction) on which significant numbers of supporters are travelling. We encourage travel organisers to book on Sealink UK Ferries, and urge our colleagues whose countries also operate Channel ferries similarly to police them. We ensure that the ferry companies, and the ferry masters, are aware of the need to forewarn the ports for which they are heading if there is any trouble, and that they need not accept on board potential passengers who are already drunk or violent;

- the English clubs and football authorities will meet their counterparts and the local police forces (with the assistance of our Embassies and Consulates) in advance of the match to make detailed preparations, including the segregation of supporters inside the ground which can only be achieved through the proper control of ticket sales, the transport routes to be taken by the British supporters to ensure, so far as is possible, segregation outside the ground, and that sufficient police are deployed in the right places; control of access to and egress from the ground is important. The English Football Association has an International Liaison Officer - a retired senior police officer - whose job it is to advise clubs on these precautions, and to travel to the venues for away matches to advise all concerned.

"Even so, we cannot be complacent; we must learn and improve our precautions all the time. Plans were made on the lines I have set out for the France v England match in Paris on 29 February; but we all know of the violence which took place then. Things went wrong on both sides of the Channel; if my French colleague will bear with me, let me list just a few: my officials will be able to let hers have a fuller report. We were taken by surprise by a large number of ticketless fans boarding a train in London for Dover, and were unable to put a sufficient number of police on the train on which there was some trouble. The police at Dover were forewarned but, despite the senior officer refusing to let his colleagues go off-duty, again insufficient numbers were available. The master of a French ferry refused to take these people on board unless accompanied by British Transport Police. The police acceded to his request: with hindsight, it would have been better had these people been refused permission to board the ferry. On the crossing, the master ignored advice to close the bars and duty free shop; and declined to radio ahead to Dunkirk which was then

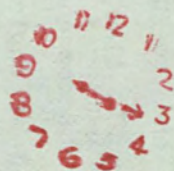
unprepared. There was further violence; and yet further trouble on a train to Paris which was, again, unpoliced. The French football authorities had said that tickets would not be available on the day of the match: they were, and thus English and French supporters became mixed on the terraces. I could go on; but suffice it to say that most of the trouble which took place could have been lessened or even prevented had all of the provisions of the Recommendation been met.

"Thus, I should be grateful, yet again, for my colleagues' support in doing everything possible to ensure the full implementation of the Recommendation. I hope that we can adopt the resolution which I have tabled today expressing our support for it. I hope that all of my colleagues will send copies of the Recommendation to their football authorities, and to the clubs, asking them to cooperate in meeting its provisions. And I would like to ask one final thing of my colleagues: UEFA took part in drafting the Recommendation, but its journal has since carried two editorials - largely aimed at England - which the General Secretary has criticised what he deems to be the lack of action by Governments.

"I ask my colleagues to agree, also that the Secretariat should transmit the Recommendation to the General Secretary of UEFA, and invite him to discussions with a group of our officials representing us.

"The UK, which initiated work on the Recommendation, welcomes its adoption, and believes that, were its provisions to be fully implemented, the scope for violence associated with soccer matches would be severely restricted. The UK has ordered its affairs to provide for the vital pre-match planning and essential liaison between all concerned. It is concerned, however, that not all countries recognise the importance of all the provisions."

22 MAY 1984



010
Prime Minister



papers
14/5

Prime Minister (2)

To note the risk of further
hostiganism at the UEFA
Cup final in Brussels tonight.

SOCCER SPECTATOR VIOLENCE

mb

amb
9/5

Following the violence surrounding the France v England soccer match in Paris on 29 February, I met colleagues from the Home Office, Foreign and Commonwealth Office, and Department of Transport to discuss what further measures HMG could take to prevent this sort of chaos which is so debilitating for our image abroad. We set up a working group of officials from all our Departments to examine all the options open to us and to report back; but first, with the Football Association, to co-ordinate precautions against violence for the remaining European club matches of the season involving English teams. This effort helped the semi-finals of these competitions, in which 6 English clubs were competing, to pass off with relatively little trouble.

Only two English clubs reached the finals, the first leg of one - the UEFA Cup - being played between Anderlecht and Tottenham Hotspur in Brussels tonight. (The second - the European Cup Final, AS Roma v Liverpool in Rome - does not take place until 30 May). The working group has again supervised preparations: I have written to my colleagues in France (through which many supporters will travel) and Belgium asking them to enforce the provisions of the Council of Europe Recommendation on Spectator Violence (which I instigated): officials of Tottenham Hotspur have held meetings with the Anderlecht club, the Belgian police and our Embassy to agree arrangements for segregating supporters, and with the British Transport Police (BTP) to ensure that routes on this side of the Channel are adequately policed; BTP officers have been and will



be on board Sealink UK cross-Channel ferries which carry supporters and we have asked the French and Belgian authorities similarly to police their ferries; and information on the movement of our supporters is being relayed by the BTP to their colleagues in France and Belgium, and to the authorities via our Embassies.

Nonetheless, this remains a match at which the risk of violence is high. Access from London to Brussels is simple and many will travel not in organised parties; it is possible that so-called "supporters" of other London clubs will go to cause trouble for their rivals; and there is a history of violence at Anderlecht which is a stadium at which it is difficult to ensure fully effective segregation of supporters. As many as 8,000 tickets have been made available for Britons. One Tottenham supporter was shot dead ^{in Brussels} at an incident last night. I am, however, satisfied that we have done everything possible within the available powers to prevent trouble.

I am copying this minute to David Mellor, Ray Whitney and David Mitchell.

NEIL MACFARLANE

9 May 1984

1) Mr Gles 2/3.

2) Prime Minister

DMS
2/3

PRIME MINISTER

FOOTBALL RELATED HOOLIGANISM: ENGLAND V FRANCE 29 FEBRUARY

Your office asked me to let you have a report following my meeting this afternoon with the Chairman and officials of the Football Association. I am giving you a slightly fuller note, as it is possible the shameful events in Paris this week may be raised during your discussions with President Mitterand.

From the accounts I have had today both from my official who attended the match and from the FA, it is clear that two of the important measures in our European document (agreed by European Ministers with responsibility for sport last November) were not fully implemented. In particular, tickets were fully available on Tuesday and Wednesday, thus allowing anyone to travel from the UK and purchase a seat amongst the French supporters. The careful plans made to segregate England ticket holders, and so prevent violence with French supporters, were thus negated.

Secondly, 39 of the 40 or so arrested on Wednesday night were put on a train out of Paris on Thursday morning without any charges being preferred. These hooligans have learned no lessons and will probably offend again. This particular part of our European agreement worked when England played in Luxembourg last November and I am disturbed that these people should have been allowed to get away scot free.



I have written to my French Ministerial colleague on both these important points. You may wish to mention this to President Mitterand, if the subject is raised. I should add that 5 or 6 hooligans remain in French custody: we must hope that they undergo the full process of French law.

I discussed with the Football Association today the need to look for better implementation of the agreed precautions in future and also to consider urgently new measures. In particular, I have asked them to think about a scheme of membership cards for supporters travelling abroad, to prevent the trouble makers leaving the UK. My officials will have further discussions with the FA. I also propose to meet Ministerial colleagues to discuss further steps the Government might take.

I also met today the French Ambassador's deputy to express my concern about this match and also the rugby match in Paris tomorrow. I have also spoken to him and to the Spanish Ambassador's representative about people travelling to the worrying fixture between Barcelona and Manchester United next Wednesday.

Let me mention two final points which may be of interest. The suggestions from various quarters that England may be banned from playing in Europe is not, according to the FA, a very likely possibility and the current England fixture list covering the next couple of years does not appear to contain any further matches abroad which might lead to incidents of this kind.

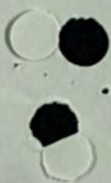


If you would like a quick word to discuss this difficult but important issue, I will of course be glad to make myself available at any time.

I am copying this to the Lord Chancellor, Ray Whitney David Mellor, David Mitchell and Patrick Mayhew.

NEIL MACFARLANE
2 March 1984

2-FEB 1954



7 February 1983

The Prime Minister has now seen your Minister's letter of 4 February about approach to soccer violence. She was interested to hear of the success of Mr. Macfarlane's meeting with his European counterparts last week and was grateful to be kept informed.

TIM FLESHER

Warwick Smith Esq
Department of the Environment

(W)



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

4 February 1983

The Rt Hon Mrs Margaret Thatcher MP
Prime Minister
10 Downing Street
London
SW1

Dear Prime Minister:

Thatcher
Mr *the Minister*
JR
4/2

You will have been as concerned as I was to hear of one or two fresh outbreaks of violence recently at Football League grounds. I have received first hand reports of the incidents; it is clear that the available guidelines on crowd control were not followed. I have therefore taken various opportunities in the last week or two to express through the media the Government's condemnation of loutish behaviour of this kind and to remind clubs and authorities of the steps that should be taken. In particular, I have persuaded Jack Dunnett, President of the Football League, to circulate a letter of mine to the Chairmen of all 92 Football League Clubs. This reminds clubs of the existing guidelines, highlighting the two major points. I attach a copy.

I remain particularly concerned about our image abroad. Involving my officials in the all-important planning before key matches concerning British clubs has proved effective in preventing trouble. I shall continue to take such precautions. The next example is a match in Turin in March, in the European Cup, between Aston Villa and Juventus. You will recollect the violence during a match in that city three years ago. My officials are in Turin next week to discuss the preparations and I will personally check that all is well on the eve of the match.

I was able to get my European Ministerial colleagues together round a table in Paris last week, to discuss a paper of mine on soccer violence. I am glad to say they agreed my approach: officials are now to produce a European Convention on Violence in Sport, in a Working Group. I look for early agreement to this and believe that it should be a very promising development.

I am copying this to Willie Whitelaw and Francis Pym.

Neil Macfarlane
NEIL MACFARLANE



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

J J Dunnett Esq MP
President
The Football League
Lytham St Anne's
Lancashire FY8 1JG

3 February 1983

See Jack:

You, Bert Millichip and I are all deeply concerned at the recent return of crowd violence at some league matches. That it is continuing to afflict some clubs is a matter of grave concern to me. You offered to circulate a reminder letter to the 92 League Club Chairmen as a matter of some urgency.

The Football Association has, in the past, circulated useful guidance on crowd control to the affiliated clubs. The current difficulties primarily affect the professional league clubs. It seems to me essential to remind clubs that there are precautions which must be taken, and to highlight two particularly sensitive points. In doing so, I must pay tribute to the efforts which our clubs have made in recent years in trying to uphold law and order in and around the grounds. I also do not seek to pre-empt the work of the Liaison Group, or the proposed Council of Europe Working Group, both of whom are working on detailed advice which we hope to receive shortly.

Experience, both here and abroad, has shown that adherence to the available guidelines effectively limits crowd violence. There appear to be two key requirements:

- a. segregation - which must be effective: this means working out the right measures for each stadium, terrace and stand;
- b. careful and detailed preparation and planning, especially with the Police. This will involve a rigorous on-site assessment by both clubs well in advance of all matches involving sides with a history of violence by a minority of their supporters.

These guidelines are not new, nor may they be exhaustive, but I hope clubs will make use of them until we have the detailed recommendations of the Liaison Group. As we are both aware, no such guidelines can represent a panacea to make our major winter sport once more the family entertainment we all want it to be. We are all saddened by recent events, which make it plain that a reminder of the basic "rules" cannot be out of place. I urge clubs to look again at their procedures and precautions so that we can prevent further outbreaks of violence in the weeks to come.

Neil Macfarlane
NEIL MACFARLANE

4.1.1983

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Y SWYDDFA GYMREIG

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel: 01-233 3000 (Switsfwrdd)
01-233 7172 (Llinell Union)

Oddi wrth yr Is-Ysgrifennydd Seneddol



WELSH OFFICE

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel: 01-233 3000 (Switchboard)
01-233 7172 (Direct Line)

From The Parliamentary Under-Secretary

2 November 1982

NBAM

JT

2/4

Dear Prime Minister,

SOCCER VIOLENCE

I write further to Neil Macfarlane's letter to you of 29 October and confirm that I will attend the European Cup Soccer Match between Paris St Germain and Swansea in Paris on Wednesday, 3 November.

I trust that the Swansea City supporters will maintain the reputation for sportsmanship and good behaviour established by Welsh Sportsmen abroad over the years.

I am copying this to Francis Pym and Neil Macfarlane.

*Yours sincerely,
Michael Roberts*

MICHAEL ROBERTS

The Rt Hon Margaret Thatcher MP
10 Downing Street
LONDON
SW1

Home Affairs, Dec '81,

Behaviour of Football Fans
Abroad.

WELSH OFFICE

GWYBYR HOUSE

WILDFIELD, CARDIFF, CF1 2 2P

TELEPHONE 01 222 3000

FAX 01 222 3333

TELETYPE 01 222 3333

POSTAL ORDER NO. 1234

27 NOV 1982





DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

The Rt Hon Margaret Thatcher MP
10 Downing Street
London
SW1

29 October 1982

Mr Prinz-Quister:

Prinz-Quister

JH

29/110

SOCCKER VIOLENCE

In my letter of 8 October I said that, from now on, I would send my officials to matches involving British club and national sides in Europe to ensure adequate preparation to limit so far as possible crowd disturbances. Two major European Cup matches take place next Wednesday 3 November involving British clubs - Bayern Munich v Tottenham Hotspur and Paris St Germain v Swansea City. My officials are leaving on Sunday to visit Munich on Monday and Paris on Tuesday. They will have discussions with local civic, police and football officials. They will be accompanied by the Football Association's liaison officer. They will address themselves to implementing the rules of the European Football Union. They will also advise on matters such as the transportation of fans in and out of the UK and to and from the stadium etc.

Information which we have at our disposal at the moment suggests the possibility of some crowd disturbances at each match; I therefore intend to be present in Munich, and Michael Roberts will go to Paris. This will enable us to reinforce the message which our officials will have put across earlier in the week, and hopefully for me to make contact with my opposite number in the new West German administration.

I am copying this to Francis Pym and Michael Roberts.

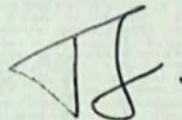
Neil Macfarlane

NEIL MACFARLANE

mf

PRIME MINISTER

Attached is a letter from Neil Macfarlane setting out his approach to the forthcoming England football matches abroad. On the home front I understand that the Home Secretary feels that he now should adopt a higher profile on football hooliganism, particularly in view of last weekend's intemperate criticism of the Government by various football club chairmen (who appear to be labouring under the delusion it is the Government rather than the courts which send offenders to prison). The Home Secretary is to meet Mr. Macfarlane next week with a view to making a statement perhaps by means of a Parliamentary answer about the range of penalties available to the courts for hooliganism-type offences and the measures which the Government has taken to support the police and the football authorities in coping with hooliganism.

TIM FLESHER12 October 1982



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

The Rt Hon Margaret Thatcher MP
Prime Minister
10 Downing Street
London
SW1

My ref:

Your ref:

cc to

8 October 1982

Her Minis. Minister:

You will know that British football hooligans are still behaving badly abroad, recent unsavoury incidents taking place in Copenhagen and Valencia. Sporadic outbursts of hooliganism are still occurring at home.

I have maintained a regular dialogue with the football authorities, insisting upon careful pre-planning for the World Cup matches in Spain in which my officials and those of the Foreign Office were very much in the lead. This was repeated for the European Cup Final last May and I am pleased to say that both passed off without serious incident and proved the value of careful preparation in conjunction with the authorities abroad.

Unfortunately the Football Association continues to look to Government to resolve the problem by withdrawing passports - despite my repeated explanations of why this would not be possible. Following the Copenhagen disturbances I immediately told the Football Association to put its house in order, outlining a four point plan which, in my view, would do much to minimise the risk of future misbehaviour. I have also told them that I want my Department to be involved in the preparations for future matches abroad by the England team, and also at critical club matches in Europe. England are due to play against Greece in Athens on 17 November and my officials will be in Athens this weekend to talk to the various Greek authorities concerned with this match.

I have also insisted that the F.A. Chairman reconvenes the Liaison Group which I set up to plan for the World Cup, and for the Group to meet regularly to deal with the problem of hooliganism both at home and abroad. The F.A. is aware that the Government is deeply concerned about the effects on our reputation abroad by these extremely serious incidents. It is my intention from now on to ensure that the preparation for all our matches is overseen by my departmental officials.

A handwritten signature in dark ink, appearing to read 'Neil Macfarlane'.

NEIL MACFARLANE



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

the Minister

A.

3079

30th September 1982

Dear Mr. Rickett,

Press reports on 28 September indicate that the Football Association will be pressing the Prime Minister and Home Secretary to take immediate legislative action to ban travel agents from arranging tours abroad for supporters of the national team to those countries where the team will be playing. They see this as a way of stopping hooligans from travelling to England's away matches.

Minutes below
Mr Macfarlane met the FA Chairman and Secretary last Friday (24th) and pressed them to put their house in order. He wrote soon afterwards to the Chairman as attached.

Mr Macfarlane would welcome the opportunity to deal with any letter from the FA proposing legislation. In his view action lies with them and not Government.

A copy goes to Mr Halliday at the Home Office.

Yours sincerely

f. wells.

MISS F WELLS
Private Secretary



DEPARTMENT OF THE ENVIRONMENT
 2 MARSHAM STREET LONDON SW1P 3EB
 01-212 3434

My ref:

Your ref:

F Millichip Esq

28th September 1982

Dear Mr. Millichip,

I was very grateful to you for coming to Marsham Street so promptly last Friday and for responding so positively and constructively to my suggestions.

I hope that the reconvened liaison group can meet quickly under your Chairmanship to plan for Athens. Norman Palmer and Brian Burnett will travel to Athens for consultation with the Greek authorities as they did in Spain. I know that we agree on the importance of a trouble free match on 17 November. It is critical that we convince UEFA we "mean business". We agree too on the need to prevent trouble-makers attending England's matches abroad. As you know, the policy of this Government (and of previous Governments) is to withhold passports only in the case of people wanted by the police or when serious issues involving the national interest, especially in the context of security, is involved. As I have also explained, there are also a number of legal and administrative aspects which impose constraints on the withdrawal of passports of hooligans. I cannot therefore offer any prospect of a change in Government policy on this issue. Nor is it feasible to institute visa regimes solely to deal with this matter.

That is why I am very keen for the FA to control the sale of tickets through the England Supporters' Club. If arrangements can be made so that tickets are sold to England supporters both here and abroad only on the production of a membership card, we shall have the basis of a procedure for controlling the entrance of the louts into the games. I recognise that the system might be open to abuse - as is any system - but I think that safeguards can be built in. I should like the liaison group to consider the nuts and bolts of this quickly.

I recognise too that a system of the type which I am proposing will need the co-operation of UEFA and the European associations, and that there may be some inertia there. I am therefore seeking to meet my opposite numbers in Europe quickly to urge them to support my proposals and to encourage their national associations to do likewise.

Finally, I look forward to receiving your report on what went wrong in Copenhagen within the next 10 days or so. We should then meet again to judge progress on my proposals and planning for Athens.

Yours sincerely

f. wells

pp. NEIL MACFARLANE

(dictated by Mr. Macfarlane
and signed in his absence)



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

W Rickett Esq
Private Secretary,
Prime Minister's Office,
10 Downing Street,
London. SW1

NBPM
J
30/9/82

28th September 1982

Dear Mr. Rickett,

I enclose, for your information, a copy of the minutes from the meeting Mr Macfarlane had with the Football Association on Friday 24 September.

Yours sincerely

f. wells.

MISS F WELLS
Private Secretary

NOTE OF A MEETING WITH THE FOOTBALL ASSOCIATION ON FRIDAY
24 SEPTEMBER 1982, IN ROOM N15/15A, 2 MARSHAM STREET, AT 2.30PM

Those present:

DEPARTMENT OF THE ENVIRONMENT

Mr Neil Macfarlane MP (Minister for Sport)
Mr Norman Palmer
Mr Brian Burnett
Mr Ron Fosker
Mr Warwick Smith (PS Mr Macfarlane)

FOOTBALL ASSOCIATION

Mr Bert Millichip
(Chairman)
Mr Ted Croker (Secretary)
Mr Leslie Walker
(Liaison Officer)

Mr Macfarlane said that he was particularly concerned that the success of Spain and Rotterdam had been followed by trouble in Copenhagen. He asked the FA to let him have within the next 10/12 days a confidential analysis of just what had gone wrong.

He explained that it was not possible for the Government to withdraw passports; the Treaty of Rome permitted free passage of European Citizens, there were no powers to withdraw or withhold passports for this sort of offence, and in any case it was impossible to sort out the good from the bad. The UK now only had visa arrangements with 4 per cent of the World, and only with Warsaw Pact Countries in Europe. It was not possible to impose further restrictions.

Mr Macfarlane made a series of proposals -

a. following its success over the World Cup, Mr Macfarlane proposed that a widened liaison group (to cater for domestic matches as well where necessary) should be reconvened under Mr Millichip's chairmanship. All relevant Government Departments would be represented, and it was important that everyone else concerned gave their assistance. The Minister proposed that the group should look at the next England away match against Greece on 17 November;

b. following the success of good local and central links in Spain, Mr Macfarlane offered the services of his officials to liaise with the Greek authorities via the British Embassy in Athens if the FA wished;

c. Mr Macfarlane said that he recognised that it would be impossible totally to eliminate the black market in tickets, but he looked to the FA to harness their supporters' club in such a way that tickets for England away matches would be sold only to those possessing a membership card. This would be a deterrent to some, though the Minister recognised that others would travel abroad and attempt to get into the ground anyway. His concern, however, was

with what took place on the terraces, rather than on the street. His proposal would mean controlling the sale of tickets, in this country through accredited agents only, and only to those who presented their supporters' club membership card; and abroad only at the stadia, and again only upon presentation of a membership card;

d. Mr Macfarlane was seeking a meeting, as soon as possible, with his European counterparts. He would ask them to do all they could to get their football authorities to fall in line with the British proposals.

Mr Millichip said that the Minister had presented a wide package, and promised that the FA would follow up each point. He still remained of the opinion that the only way to prevent violence at matches was to stop people going, but he recognised the difficulties. He welcomed the Minister's offer of help by his officials in advance of the game in Athens. Mr Millichip also welcomed Mr Macfarlane's proposal to seek political support from his counterparts in Europe, since he felt that UEFA would not respond positively to an approach from the FA.

Mr Croker said that England playing abroad attracted foreign hooligans. To counter the problem, the FA asked foreign police to take immediate and firm action against misbehaviour; this often led to an increased number of arrests, thus exacerbating the problem in the eyes of the media. There was no trouble during the match in Copenhagen, other than a smoke bomb which was thrown by Danish supporters. Much of what happened afterwards took place outside the ground, and generally the Danish Authorities were pleased with what they saw as well behaved fans. There was some evidence that the fighting after the match had been sparked off by Danish fans, and was made to look worse than it really was by TV camera angles.

Mr Croker was concerned that the practice of not charging those arrested, but just deporting them, meant that the FA were unable to discover the hooligans' identity. He felt it unreasonable to ask foreign football authorities to limit sales of tickets, even on the basis of production of membership cards which, with the language difficulties, might be open to abuse anyway. He was concerned to stop unscrupulous travel agents operating.

Mr Macfarlane said that that was why he wanted the FA to reconvene the liaison group before the match against Greece. He wanted to impress on the Greek government that England did not want any trouble and to see how all matters could be sorted out. The Minister said that identification of hooligans was a major part of his package: the supporters' club membership card would help identify people, and the system which he was proposing would put UEFA on the spot. He was keen to see a "yob case study".

Mr Palmer pointed out that the UEFA rules stated that the control of tickets should be handled in co-operation with visiting Associations or clubs, and he felt that this meant that Mr Macfarlane's proposals were already provided for. He agreed to let Mr Croker have all details of Copenhagen once they became available. Mr Croker reiterated that it was essential to find out the identity of hooligans, since the people who followed England and caused trouble were the same as those who caused trouble at domestic club matches. He felt that the Government, which took a substantial amount of money from football through pools duty, should put some back by making arrangements to prevent hooligans from attending football matches by further use of attendance centres.

Mr Macfarlane summarised -

- a. He would receive the FA's assessment of what went wrong in Copenhagen within the next 10 to 12 days;
- b. the FA would quickly recall the liaison group;
- c. DOE officials would help in preparation for the match against Greece;
- d. the FA would seriously consider ways and means of using supporters' club membership cards to control admission to foreign stadia in which the English team was playing.

Private Office

Department of the Environment

24 September 1982



Home Affairs

DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

23 December 1981

J M Cresswell Esq
Private Secretary to
Richard Luce Esq MP
Minister of State
Foreign & Commonwealth Office
Downing Street
LONDON SW1

Dear Jersey

Mr Luce will be aware of Mr Macfarlane's concern about possible violence involving British football supporters in Spain next year during the World Cup Finals. Your officials are sitting on a working party which is considering the possible difficulties and will indeed travel to Spain for discussions with local officials in mid-January. Mr Macfarlane will follow that up with a visit to meet the Spanish Minister for Culture later in that month or early in February.

My Minister also intends to visit Spain during the World Cup Finals themselves. He does not, however, for a number of reasons, wish to remain in Spain for the 2 or 3 weeks of the tournament. His intention at the moment is to be present for the first match involving the England team and to return to England very soon afterwards. He does recognise, however, that should England "beat the cut" after the initial stages it might be appropriate for him to return for the semi-finals or perhaps final!

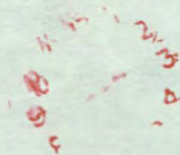
//My Minister does, however, see some advantage in Britain being represented in Spain at Ministerial level to smooth things out if and when any trouble does occur. He wonders whether the FCC has given any thought to this and if your Minister has any views on how appropriate cover might be arranged. I should be grateful for your comments.

I am copying this to Willie Rickett at No 10.

Yours ever
David

W L SMITH
Private Secretary

2 \$ DEC 10 1961





Prime Minister Home Affairs 2.
M.F. 8/11

DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:
Your ref:

8 December 1981

The Rt Hon Margaret Thatcher MP
Prime Minister
10 Downing Street
LONDON SW1

Dear Prime Minister:

mt

We both view with great concern the outrageous behaviour abroad of a very small minority of British so-called soccer fans and the effect this has had on our national image and prestige.

The success of our national teams in England, Scotland and Northern Ireland in reaching the finals of the World Cup in Spain next June poses a particularly difficult situation, especially as so many of our people go to Spain for their summer holidays. Earlier last week I therefore called together the Chairmen and Secretaries of the four home Football Associations to discuss soccer hooliganism abroad generally, and the prospects for Spain in particular.

I was able to demonstrate how seriously the Government views the situation by revealing that the FCO had already agreed to increase the number of Consular staff in the three regions where the British teams will be based: that our Embassy in Madrid was already working on a pamphlet for fans of "Do's and Don'ts" when visiting Spain: I also proposed that officials of my Department and the FCO, together with FA representatives, visit Spain after the draw has been made on 16 January to discuss the problems with the Spanish authorities. I set up a small liaison group of officials and football representatives to progress and develop ideas. I have other thoughts about publishing the pamphlet under-cover of an open letter from me in the programmes of all 92 League clubs near the end of the football season, and about using some of our most famous international soccer players in a publicity campaign to appeal to the fans to behave themselves in Spain.

Problems concerned with such matters as ticket distribution and crowd segregation in the Spanish football grounds need to be explored. I am writing immediately to the appropriate Spanish Minister asking for a meeting in late January once I have seen the report of the officials' earlier visit. I will also need to consult with colleagues about travel arrangements, particularly where the direct ferry from Plymouth to Santander is concerned.

I am pleased to report that the Football Associations welcomed all these proposals and seem to be prepared to co-operate fully.

I am copying this letter to Willie Whitelaw, Richard Luce and David Howell.

Neil Macfarlane

NEIL MACFARLANE

