

PREM 19/1527

The behaviour of British football fans abroad
Violence in the UK.

Soccer Hooliganism

A II

HOME AFFAIRS

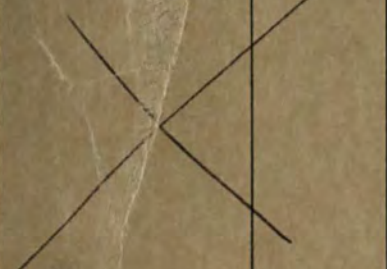
PART I : DECEMBER 1981

PART II : MARCH 1985

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
1/4/85							
4/4/85							
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24.5.85							
31.5.85							

PREM 19/1527

PART 2 ENDS



PART 2 ends:-

Home Sec to CPC 31/5/85

PART 3 begins:-

MEA to pm 1/6/85

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CC HB 2



QUEEN ANNE'S GATE LONDON SW1H 9AT

Prime Minister:

The Home Secretary
proposes on legislation on
alcohol are set out here.
I can't see the Opposition
dissenting.

Lord President

FOOTBALL VIOLENCE: LEGISLATION ON ALCOHOL

At her meeting with Ministers yesterday following the Brussels disaster, the Prime Minister asked that legislation should be brought forward this session, if at all possible, to control the sale of alcohol at football grounds and on transport to grounds. We had originally announced our intention to introduce such legislation in England and Wales, along lines that have been successful in Scotland, following the Prime Minister's meeting with the football authorities on 1 April. It was intended that this should be enacted as part of next session's Public Order Bill, but the scenes in Brussels have made more urgent action necessary.

JF 3/15

Indeed, it is very desirable that the legislation should be on the statute book by the beginning of the next football season, in mid-August. Providing Parliamentary Counsel can be made available, I can bring forward legislation this session, aiming at introduction in three weeks and Royal Assent before the summer recess. I appreciate however that a timetable of this kind will present severe problems both for you and for John Biffen, and it is of course for you both to say whether or not this is a practical proposition, given the weight of other legislative business.

My purpose in now writing to you, with copies to the Prime Minister and colleagues in H and Legislation Committee, is to seek policy and drafting

/authority so that

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authority so that we can ask Parliamentary Counsel to draft the Bill. I am sorry to have to ask for authority in this unusual way but in the circumstances I see no alternative.

... I attach a paper setting out my proposals for enacting the Scottish legislation in England and Wales. In brief I propose very largely to follow the Scottish model, but there are two particular variations of substance:-

(i) Instead of a blanket ban on the sale of alcohol inside grounds to members of the public, which is the practical effect of the Scottish legislation, I propose, first, to seek to make it an offence to be in possession of alcohol on the terraces or in the stands. But secondly, the police would have a power to close bars whenever they consider it necessary on public order grounds.

Blanket ban on sale inside football grounds or on designated grounds on designated days not

(ii) I propose to make it an offence to be drunk in any part of a designated sports ground during a designated sporting event. (The equivalent Scottish offence is more limited.)

The reasons for these proposed variations are set out in the attached paper.

In addition, at the Prime Minister's meeting on 28 March it was decided that the legislation should similarly ban alcohol on trains going to football grounds.

I see no difficulty in extending the Scottish legislation on special football coaches to include also special football trains.

/The legislation

*Why?
Surely this is the best way to do it
Do not have the sale of alcohol on the terraces
The need for the police to be given power before
Drinks
I have checked with the relevant authorities since then*

The legislation I am proposing would be England and Wales legislation, but I hope that George younger will agree that the legislation on trains should also extend to Scotland.

In the light of recent events I also intend to ensure that the legislation extends to coaches and trains travelling within this country and from matches abroad.

The Bill should amount to 10-12 clauses. It will of course be crucial that it should not arouse significant opposition, and that it should, if at all possible, command all-party support. Given the Scottish precedent and the events of the last part of the football season I believe that these conditions will be met.

I should be grateful for comments from colleagues on H by 7 June. I would hope that we can clear any points raised in correspondence. As to the Parliamentary aspects, I hope that we can have at least a preliminary discussion in Legislation Committee about this next Wednesday.

I am copying this to all members of H and simultaneously to all members of L Committee. Copies also go to the Prime Minister, Geoffrey Howe, Nigel Lawson, John Wakeham, Sir George Engle, and to Sir Robert Armstrong.

L. B.

51 May 1985

PROPOSED LEGISLATION ON ALCOHOL: ENGLAND AND WALES

NOTE BY THE HOME SECRETARY

In her letter to the football authorities of 4 April, the Prime Minister said that "legislation will be introduced to control the sale of alcohol at grounds and on transport to grounds, along lines that have been successful in Scotland. These powers would be used selectively". A copy of the relevant Scottish legislation - Part V of the Criminal Justice (Scotland) Act 1980 - is attached at Annex A. As will be seen, this Part of the Act consists of 10 sections :-

Section 68 which enables the Secretary of State to designate sports grounds and sporting events for the purposes of Part V of the Act.

Section 69 which, in effect, makes it an offence to be drunk or in possession of alcohol on a football bus or coach going to or from a designated sporting event. The hirer (if any) is also guilty of an offence if alcohol is carried.

Section 70 which, in the circumstances mentioned in section 69, makes it an offence for the owner of the vehicle, or his employee or agent, to permit the carriage of alcohol.

Section 71 which provides that it shall be a defence for hirers charged under section 69 or any person charged under section 70 to prove that alcohol was carried without his consent or connivance, and that he did all he reasonably could to prevent such carriage.

Section 72 which makes it an offence to be in possession of a "controlled container" (bottles, cans etc) which might be used as a missile, either in the "relevant area" (discussed below) of a designated ground or when seeking entry to such ground.

Section 73 which makes it an offence to be in possession of alcohol in the relevant area of a designated ground, or when seeking entry to such ground.

Section 74 which makes it an offence to be drunk in the relevant area of a designated ground or when seeking entry to such ground.

Section 75 which creates police powers of enforcement.

Section 76 which places on the defence the onus of proving that the contents of a container were not the same as on the label.

Section 77 which provides definitions.

At Annex B is a table showing the use made of the Scottish legislation by the police and the courts. It should be noted that the legislation has been applied, by designation, to all Scottish league grounds (and indeed to Highland League grounds and to international rugby matches at Murrayfield). The Government intends to designate more selectively in England and Wales.

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2. Discussions at official level and with the police have confirmed that there would be advantage in incorporating most of the Scottish offences into the law of England and Wales. In particular there is general agreement among those consulted that it would be helpful to make it an offence to be in possession of alcohol on football coaches, or on seeking entry to the ground. There is also general agreement that there would be advantage in an offence, on Scottish lines, directed at containers which could be used as missiles.

3. It is therefore proposed that the broad structure of Part V of the Scottish Act should be adopted in England and Wales and that, in particular, the offences in sections 69, 70 and 72 should be enacted in England and Wales (with necessary amendments reflecting the different legal backgrounds of the two jurisdictions). However the Scottish legislation relating to the possession of alcohol inside grounds (section 73(a)) and drunkenness inside grounds (section 74(a)) is considered inappropriate for England and Wales. It is proposed to make two variations of substance in these provisions.

Why?

(i) Alcohol inside grounds

3. Under section 73 (a) of the Scottish Act any person who "is in possession of alcohol in the relevant area of a designated sports ground during the period of a designated sporting event, shall be guilty of an offence...". The "period of a designated sporting event" extends from two hours before a match until one hour after it has ended; "relevant area" is defined so as to cover all areas inside the ground except private areas (board room, dressing rooms etc) which are out of sight of the pitch. In effect, section 73(a), as applied by the designation order, bans the sale of alcohol to members of the public inside Scottish football grounds, but not within board rooms

4. The police in England and Wales consider that such a wide ban as this is not necessary, and indeed would have operational disadvantages. They strongly support the Scottish offences which are aimed at alcohol on football coaches, and at barring those who seek entry to grounds while drunk or in the possession of alcohol. This is

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because they see the main alcohol problem as being those who come already "tanked up". They do not consider that the sale of drink inside grounds presents a problem.

5. Indeed, the police/^{fear}that if a ground is "dry" the fans will go elsewhere for a drink, and will not arrive until just before the kick-off. They strongly take the view that it is in the interests of the police to get fans into a place where they are controllable (ie into the ground) rather than having them dispersed in search of places to obtain alcohol. At a match this season in Manchester involving Glasgow Celtic the police arranged with the Manchester United authorities for the ground to be "dry" because of the notorious alcohol record of Scottish supporters; but in retrospect they think that this was a mistake because it did not prevent the fans from obtaining alcohol elsewhere and had the dispersal effect outlined above.

6. The police also fear that if football coaches are "dry" (as they want and support) and the fans know that the ground is dry, they will not use football coaches, but travel either by scheduled services or their own private transport. This again would not be in the interests of the police because it would disperse the problem and make it less controllable. As it is, the police are able to make arrangements with the coach operators as to the time and place of arrival, and this assists them in managing the situation.

7. It is also the case that a ban on alcohol inside football grounds, on Scottish lines, would have a serious effect on clubs' finances, and would prevent many respectable spectators from obtaining a drink. Many clubs, including those with good records on crowd behaviour depend heavily on income from catering contracts, private boxes and restaurants, and sponsors (which include a number of breweries). I understand this has not been the case in Scotland. At a time when the government want to encourage clubs to spend more on crowd safety, it is desirable to avoid taking money out of the game, so far as possible.

8. Accordingly, in place of a broad ban on alcohol inside grounds, on Scottish lines, it is proposed that the police should be given power to close bars inside the grounds when they consider such action necessary on public order grounds. In general the football authorities are co-operative, but the police think it would be useful to have a reserve power to prohibit the sale or distribution of

alcohol on all or part of a designated sports ground during a designated sporting event. This would be a power which could be exercised, either in advance or on the spot, where the police think it necessary in the interests of maintaining or restoring public order. Failure to comply with a direction prohibiting the sale of alcohol in these circumstances would be an offence.

9. In addition it is proposed that it should be made an offence to be in possession of alcohol in the terraces or on the stands. (In effect this would confine public drinking to behind-stand areas.) The police would like such an offence because the possession of alcohol on the terraces gives rise to arguments and disorder. It is therefore proposed to create an offence which bans the possession of alcohol in areas from which the pitch can be viewed directly. Private boxes and restaurants would be protected by excluding from the offence areas from which the pitch is viewed from an enclosed room.

10. These measures would give the police all the powers they need and want to control the sale of alcohol inside grounds, without doing serious damage to clubs' finances. They would also minimise adverse effects on respectable supporters.

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(ii) Drunkenness inside grounds

11. Section 74 of the Scottish Act makes it an offence to be drunk in, or while attempting to enter, the relevant area of a designated sports ground during the period of a designated sporting event. The maximum penalty is a fine of £100. In England and Wales this would add nothing to the existing general law on drunkenness, save that the maximum penalty would be higher.

12. Section 12 of the Licensing Act 1872 provides that: "Every person found drunk in any highway or other public place, whether a building or not... shall be liable to a penalty not exceeding level 1 on the standard scale /ie a fine of £50/". Under section 8 of the the Licensing Act 1902 "public place" includes any place to which the public have access, whether on payment or otherwise". In 1976, in *Cawley v Frost*, the Divisional Court considered what parts of a football ground should be regarded as a "public place". Lord Widgery said that:-

"An establishment which was set up to provide for the public, such as a football ground, ought to be approached on the footing that it was a public place in its entirety. Prima facie the whole establishment should be considered and the Court should not be deterred from that course merely by finding that access to certain portions of the establishment had been denied to the public".

Although *Cawley v Frost* was not an alcohol case, this would seem to establish that it is already an offence to be drunk anywhere inside a football ground (and certainly it would be an offence to be drunk outside a ground, while seeking entry).

13. Given the Scottish precedent, and in view of the higher penalties, it is proposed to make it an offence to be drunk in, or on seeking entry to, designated grounds in England and Wales. However, if the drunkenness offence inside the ground were to be limited to "the relevant area" as in Scotland, this would be narrower than the

case law as in *Cawley v Frost*. It is therefore proposed that this offence should be capable of being committed in any part of a designated sports ground during the period of a designated sporting event.

Minor/technical changes

14. Translation of the Scottish legislation into the law of England and Wales will necessitate amendments reflecting the different legal backgrounds and legal languages. Such adjustments as we have identified to date are set out in Annex C.

Trains

15. At the Prime Minister's meeting on 28 March it was decided, at the suggestion of the Secretary of State for Transport that "legislation should . . . similarly ban alcohol on trains going to football grounds".

16. The railway byelaws already prohibit any person from taking or attempting to take alcohol onto a train where reasonable notice has been given that alcohol has been banned on that train. The maximum penalty is a fine of £200. The byelaws also state that "no person who is in an unfit or improper condition to travel by passenger train" (which would include someone who is drunk) shall enter or remain in any railway vehicle. The maximum penalty is a fine of £50. The railway byelaws therefore already cover the possession of alcohol on football specials (providing the appropriate notice has been given) and drunkenness on all trains. They do not however contain a provision similar to sections 69(b) and 70 of the Scottish Act which are directed at coach owners, their employees or agents and hirers. Nor are the maximum penalties under the railway bye-laws as high as those relating to the possession of alcohol and drunkenness on football coaches under subsections (a) and (c) of section 69.

17. Because of the higher penalties and because of the offences directed at owners, their employees or agents and hirers, there would be advantage in extending section 69 of the Scottish Act, relating to football coaches, to football trains, even though there would be a

degree of duplication with the railway byelaws. The easiest way of doing this would be to add "passenger trains" to section 69 when enacted in England and Wales. It is proposed that a provision should be included accordingly.

(3) Where the whole or part of the amount awarded by the order remains unpaid and damages are awarded in a judgment in the civil proceedings, then, unless the person against whom the order was made has ceased to be liable to pay the amount unpaid (whether in consequence of an appeal, or of his imprisonment for default or otherwise), the court shall direct that the judgment—

PART IV

- (a) if it is for an amount not exceeding the amount unpaid under the order, shall not be enforced; or
- (b) if it is for an amount exceeding the amount unpaid under the order, shall not be enforced except to the extent that it exceeds the amount unpaid,

without the leave of the court.

PART V

SPORTING EVENTS: CONTROL OF ALCOHOL ETC.

68.—(1) The Secretary of State may for the purposes of this Part of this Act by order designate—

- (a) a sports ground or a class of sports ground ;
- (b) a sporting event, or a class of sporting event, at that ground or at any of that class of ground :

Designation
of sports
grounds and
sporting
events.

Provided that a sporting event at which all the participants take part without financial or material reward and to which all spectators are admitted free of charge shall not be subject to an order under this section ; but this proviso is without prejudice to the order's validity as respects any other sporting event.

(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.

69. 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 ;
- (b) if alcohol is being carried on the vehicle and the vehicle is on hire to a person, he shall, subject to section 71

Alcohol on
vehicle
travelling to
or from
sporting
event.

PART V

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.
1976 c. 66.

70. Notwithstanding section 92 of the Licensing (Scotland) Act 1976 (restriction on carriage of alcoholic liquor in crates on contract carriages), but subject to section 71 of this Act, if the operator of a public service vehicle which is being operated as mentioned in section 69 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.

Defence in
connection
with carriage
of alcohol.

71. Where a person is charged with an offence under section 69(b) or 70 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.

Possession of
container at
sporting
event.

72.—(1) Any person who—

- (a) is in possession of a controlled container in ; or
(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.

(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.

(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.

73. Any person who—

- (a) is in possession of alcohol in ; or
- (b) 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.

PART V
Possession
of alcohol
at sporting
event.

74. Any person who—

- (a) is drunk in ; or
- (b) while drunk, 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 a fine not exceeding £50.

Drunkenness
at sporting
event.

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

- (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 Part of this Act ;
- (c) to stop and search a vehicle where he has reasonable grounds to suspect that an offence under section 69 or 70 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 Part of this Act ;
- (e) to seize and detain—
 - (i) with its contents (if any), a controlled container as defined in section 72(2) of this Act ; or
 - (ii) with its contents, any other container if he has reasonable grounds to suspect that those contents are or include alcohol.

Police
powers of
enforcement.

76.—(1) 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, subject to subsection (2) below, be presumed to conform to the description of the liquid on the container.

Presumption
as to contents
of container.

PART V
1976 c. 66.

(2) Subsections (3) to (6) of section 127 of the Licensing (Scotland) Act 1976 (right of accused to challenge presumption as to contents) shall apply in relation to subsection (1) above as they apply in relation to subsection (2) of that section.

Interpretation
of Part V.

77. In this Part of this Act, unless the context otherwise requires—

1976 c. 66.

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

“alcohol” means alcoholic liquor as defined in section 139 of the Licensing (Scotland) Act 1976;

“designated” means designated by the Secretary of State by order under section 68 of this Act;

“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 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 employment 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

(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

“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.

CRIMINAL JUSTICE (SCOTLAND) ACT 1980

1981	Persons			Persons with charge proved			Absolute Discharge	Prison
	Offences Recorded	Proceeded Against	Charge Proved	Fine	Admonished	Caution		
Section 69 & 70	17	8	8	8				
Section 72 & 73	179	75	75	64	10	1		
Section 74	<u>231</u>	<u>153</u>	<u>149</u>	<u>140</u>	<u>9</u>	<u>—</u>		
Total	427	236	232	212	19	1		
1982								
Section 69 & 70	9	10	3	3				
Section 72 & 73	241	168	164	143	17		2	2
Section 74	<u>236</u>	<u>183</u>	<u>182</u>	<u>173</u>	<u>7</u>	<u>—</u>	<u>2</u>	<u>—</u>
Total	486	361	349	319	24		4	2
1983								
Section 69 & 70	29	15	10	10				
Section 72 & 73	230	132	127	116	9	1	1	
Section 74	<u>263</u>	<u>170</u>	<u>165</u>	<u>159</u>	<u>6</u>	<u>—</u>	<u>—</u>	<u>—</u>
Total	522	317	302	285	15	1	1	
1984								
Section 69 & 70	32	31	18	18				
Section 72 & 73	236	92	90	82	7	1		
Section 74	<u>324</u>	<u>160</u>	<u>151</u>	<u>140</u>	<u>8</u>	<u>1</u>	<u>2</u>	<u>—</u>
Total	592	283	259	240	15	2	2	

NOTE: Figures for 1984 are provisional

ADJUSTMENTS TO PART V OF THE CRIMINAL JUSTICE (SCOTLAND) ACT 1980
WHICH WILL BE REQUIRED FOR ENGLISH LEGISLATION

1. Section 69 of the Act creates offences connected with the possession of alcohol on a vehicle travelling to or from a designated sporting event. It will be necessary to ensure, when drafting a comparable English provision, that coaches travelling across the Scottish border fall within the scope of the offence when they are in England and Wales.
2. Section 70 of the 1980 Act disapplies section 92 of the Licensing (Scotland) Act 1976 which restricts the carriage of crates of alcohol on coaches but permits lesser amounts to be carried: there is no comparable provision in English legislation.
3. Section 71 of the 1980 Act provides a defence to the offences in section 69(b) (liability of the person who hired a vehicle travelling to or from a designated sporting event for possession of alcohol on it) and section 70 (liability of vehicle operator and his employees and agents if they permit alcohol to be carried on the vehicle). It is proposed to include a suitable similar defence in the England and Wales legislation, and to apply it to section 69, but it is doubtful whether it needs to be applied to section 70 since "permitting" is generally held by the courts in England and Wales to import mens rea and it is accordingly difficult to see how a person who permits alcohol to be carried can claim that he took all reasonable precautions to prevent it being carried.
4. Section 76(2) of the 1980 Act applies a provision in the Licensing (Scotland) Act 1976 - which provides a right for an accused person to challenge the presumption as to contents - to section 76(1) which provides that at any trial for an alleged offence under Part V of the 1980 Act any liquid in a container shall be presumed to conform to the description on the container. There is no comparable provision in the Licensing Act 1964 and this right may therefore need to be created specifically for the English offences.

5. Alcohol is given (in section 77) the same meaning as in section 139 of the Licensing (Scotland) Act 1976. In England and Wales a similar definition is contained in section 201 of the Licensing Act 1964.

6. Section 77 also defines public service vehicle and gives it the same meaning as in Part I of the Transport Act 1980; this Act has largely been repealed and reference will now need to be made to the definition in the Public Passenger Vehicles Act 1981.

TRANSCRIPT OF PRIME MINISTER'S REMARKS TO JOURNALISTS OUTSIDE NO 10
FOLLOWING HER MEETING WITH THE CHAIRMAN OF THE FA: 15.10 31 MAY 1985

PM. ... we are pleased with the decision the Football Association have made and also of course Liverpool separately and just before that was announced. I think it's the right decision. I think it will be understood and cooperated with on the part of all our people.

Q. It is a tragedy though isn't that the innocent have to suffer for what comparatively few people have done.

PM. Yes it is but this is what happens when these terrible events occur. There were so many dead people and so many injured people as a result of seemingly the action of our citizens that it required very firm decisions and very firm measures and now we shall be meeting the Football Association again as we were intending to later to consider further measures with regard to football ..

Q. Do you feel that perhaps it was better to withdraw rather than to be kicked out of Europe?

PM. I think the Football Association came to the right decision and it was in accordance with the very grave situation and the whole of Britain is appalled at what happened and I think they wanted very firm decisions and I think they will applaud the decisions that have been taken.

Q. Is it possible to outline what kind of legislation you are thinking of introducing.

PM. The kind of legislation that I would like if possible, and it can only be done with the agreement of the Opposition Parties but I am sure there will be no trouble there, is to apply the laws that have been introduced into Scotland about drink and alcohol in grounds which we can do I hope fairly quickly in time for the Football Association in October. But that legislation is known and what we are deciding now is precisely how much of it would apply to the English grounds and then we will have to be in contact with the Opposition

to see if they would help us to expedite it through. But I feel certain that they would. I think this is a thing where everyone is united. And then of course we will have to consider further measures which we were in any case doing with the Football Association on safety in grounds and they are also considering other measures about all ticket matches, about possible membership cards for the particular home club and other kinds of things which have become much more urgent to consider as a result of what has happened in Brussels.

Q. Mr. Kinnock has suggested today that unemployment is a major cause of soccer violence. Do you accept that at all?

PM. This is much, much deeper than that. People who have plenty of money to go abroad and have plenty of drink, I do not think that you can put it down to unemployment. Indeed if I might say so I think it's rather a slur on those who are unemployed to put it down to that.

Q. Would you say today is a very sad day for this country?

PM. It has been a very sad week for this country, yes. And for football. It's the two things, but obviously I am deeply concerned about the reputation of this country and so are almost all our citizens. They are. Don't you feel it?

Q. Prime Minister, have you seen any evidence of National Front involvement in Wednesday's incidents?

PM. Well I myself have not because I have not been there. I been told that the National Front maybe involved. A certain number of people are saying that they have seen something which looks like the National Front both over there and at matches over here. That is what they have said and obviously that too will have to be investigated. But it doesn't matter what organisation you belong to, it is what you are doing and if you are doing things which are totally and utterly

wrong then we have to try to get these people charged and brought before the courts. And one is naturally concerned that there don't appear to have been many charges laid inspite of the terrible offences that we saw. And one was very grateful that at Cambridge there were charges laid and very severe sentences rightly in my view imposed.

Rodwell file



10 DOWNING STREET

Martin Hodge POE

James Warnock POE

Neville Naylor HU

David Beltell HU.

Attest et fieri per

Actemur.



10 DOWNING STREET

Phil Pyke will
ask me we get a written
response on the football
figures & costs & reverses,
bring him, from James
Narrowe.

MEVA 3/6

Total dead : 38.

29 Italian

4 Belgian

1 Briton

2 French

2 unidentified

Injured: 27 still in hospital
of which 10 ^{are} serious.

All Italian.

No find in Stalém

CC NAKETO CB

FOOTBALL TRAGEDY

ADVANCE COPIES

22



PS
PS/LADY YOUNG
PS/MR RENTON
PS/PUS
MR DEREK THOMAS
MR JENKINS
MR BARRINGTON

PS/NO.10 DOWNING STREET
PS/MR MACFARLANE, DOE
PS/MR SHAW, HOME OFFICE

HD/WED
HD/CONS D
HD/CRD
HD/NEWS D
RESIDENT CLERK

Prime Minister:

An account of
the Italian reaction.
The Belgians seem to
be more under attack
than this country. Our

public penitence seems
to have done some good

ADVANCE COPY

IMMEDIATE

PP PARIS

GR1500
RESTRICTED
FM ROME 311500Z MAY 85
TO IMMEDIATE FCO
TELNO 540 OF 31 MAY 85
INFO PRIORITY BRUSSELS, PARIS.

OUR TELNO 537: LIVERPOOL/JUVENTUS.

FROM FITZHERBERT.

1. AS THE REPORTING TODAY'S ITALIAN PRESS MAKES CLEAR, THE MAIN TARGETS CONTINUE TO BE THE 'HOOOLIGAN' ELEMENT AMONG DRUNKEN BRITISH FOOTBALL FANS AND THE INADEQUACY OF BELGIAN ARRANGEMENTS. THE MESSAGES FROM HM THE QUEEN, HRH THE PRINCE OF WALES AND THE PRIME MINISTER, TOGETHER WITH THE PRIME MINISTER'S IMMEDIATE REACTION ON THE NIGHT OF THE MATCH AND HER FURTHER INTERVIEW ON TELEVISION YESTERDAY, ESPECIALLY THAT WITH THE ITALIAN STATE TELEVISION, HAVE HOWEVER HAD A CONSIDERABLE EFFECT HERE. WE ARE SEEN AS ACCEPTING THAT IT WAS THE LIVERPUDLIAN ATTACKS WHICH LED DIRECTLY TO THE DISASTER AND AS NOT SEEKING TO ALLOCATE BLAME ELSEWHERE. AT THE SAME TIME THE SHAME AND HORROR FELT IN BRITAIN, HAS BEEN WIDELY REPORTED IN THE ITALIAN PRESS AND ON TELEVISION. THIS HAS NOT PREVENTED AN AVALANCHE OF TELEPHONE CALLS AND TELEGRAMS OF PROTEST AND OUTRAGE TO THE EMBASSY AND TO CONSULATES THROUGHOUT ITALY, OFTEN ABUSIVE AND INCLUDING A NUMBER OF BOMB THREATS. BUT, HAVING WRITTEN OFF THE LIVERPOOL SUPPORTERS RESPONSIBLE AS 'ANIMALS', THERE IS EVIDENT AN INCREASING TENDENCY HERE TO CRITICISE THE BELGIAN AUTHORITIES, AND IT IS THE BELGIANS WHO ARE NOW AS MUCH IN THE FIRING LINE AS OURSELVES, IF NOT MORE.

2. YESTERDAY MORNING THE BELGIAN AMBASSADOR ACCOMPANIED HIS TRANSPORT MINISTER (IN ROME FOR THE MEETING OF COMMUNITY TRANSPORT MINISTERS) TO THE QUIRINAL PALACE TO CALL ON PRESIDENT PERTINI. TO JUDGE FROM THE DEMEANOUR OF THE AMBASSADOR WHEN I SAW HIM SHORTLY AFTERWARDS, THE INTERVIEW WAS NOT AN EASY ONE FOR THE BELGIANS. AND THIS MORNING, WHEN I SPOKE TO HIM ABOUT ANOTHER MATTER, ATTOLICO, PERTINI'S DIPLOMATIC ADVISER, WENT OUT OF HIS WAY TO CRITICISE THE BELGIANS AND TO CONTRAST THE ARRANGEMENTS MADE IN BRUSSELS WITH THOSE MADE IN ROME A YEAR AGO FOR THE ROMA/LIVERPOOL

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3. THE TELEVISION COVERAGE YESTERDAY EVENING ALSO GAVE THE BELGIANS A ROUGHER RIDE THAN US. NOTHOMB WAS INTERVIEWED AT LENGTH, BUT ALTHOUGH HE KEPT HIS TEMPER UNDER CONSIDERABLE PROVOCATION THE INTERVIEW WAS ENDED WITH A REMARK FROM THE COMMENTATOR IN ROME TO THE EFFECT THAT SINCE NOTHOMB APPEARED NOT TO ACCEPT THAT THE BELGIAN AUTHORITIES BORE ANY RESPONSIBILITY FOR WHAT HAPPENED THERE WAS NO POINT IN CONTINUING THE INTERVIEW. IN CONTRAST, ON THE SAME PROGRAMME, BRIAN GLANDVILLE OF THE SUNDAY TIMES, WHO SPOKE IN ITALIAN, WAS GIVEN CREDIT FOR HIS FRANK REMARKS TO THE EFFECT THAT THE LIVERPOOL SUPPORTERS RESPONSIBLE WERE "CRIMINALS". GLANVILLE WENT ON TO MAKE NOTHOMB'S POSITION MORE DIFFICULT BY SAYING THAT IT WAS ABSURD FOR THE BELGIANS TO CLAIM THAT BRITISH EXPERIENCE SHOWED THAT TROUBLE WAS ONLY TO BE EXPECTED AFTER MATCHES AND NOT BEFORE.

4. CRAXI, AGAIN ON THE SAME PROGRAMME, SPOKE WITH SOME BITTERNESS ABOUT THE FACT THAT THE MATCH HAD GONE AHEAD, AFTER HE HAD MADE CLEAR FROM MOSCOW THAT HE DID NOT THINK THAT IT SHOULD DO SO. THIS MUST BE FURTHER SALT IN BELGIAN WOUNDS SINCE THEIR CASE FOR GOING AHEAD WITH THE MATCH SEEMS TO ME AT LEAST, TO HAVE BEEN STRONG.

5. IN SHORT, SEEN FROM HERE, THE BELGIANS HAVE SOME CAUSE TO FEEL THAT THEY ARE BEING EXCESSIVELY BLAMED FOR THEIR FAILURE TO DEAL PROMPTLY WITH A SITUATION WHICH WOULD NOT HAVE ARISEN HAD THE LIVERPOOL SUPPORTERS NOT GONE ON THE RAMPAGE, PREDICTABLE THOUGH THIS MAY HAVE BEEN.

6. AS TO THE NEXT STEPS, WE ARE PREPARING MESSAGES TO BE SENT IN THE AMBASSADOR'S NAME TO THE FAMILIES OF ALL THOSE ITALIANS WHO DIED. WE SHALL THEN NEED TO CONSIDER WHETHER IT WOULD BE APPROPRIATE FOR US TO BE REPRESENTED AT THE FUNERALS OF ANY OR ALL OF THOSE VICTIMS. IT SEEMS THAT OF THE 31 REPORTED ITALIAN DEAD ONLY ONE WAS FROM TURIN ITSELF. THERE IS THEREFORE UNLIKELY TO BE A SINGLE MAJOR FUNERAL AT WHICH A BRITISH PRESENCE WOULD BE ESPECIALLY APPROPRIATE. AND OF COURSE IT IS NOT CLEAR WHETHER THE FAMILIES CONCERNED WOULD IN FACT WELCOME SUCH A PRESENCE. WE ARE KEEPING IN TOUCH WITH THE OFFICE OF THE MAYOR OF TURIN ON THIS SUBJECT. (YOUR TELNO 77 TO BRUSSELS NOW RECEIVED; SEE MIFT).

7. YOUR OWN PRESENCE IN ITALY AT STRESA AT THE END OF NEXT WEEKS PROVIDES AN OPPORTUNITY FOR A GESTURE OF SOME KIND. SUBJECT TO THE VIEWS OF THE AMBASSADOR, WHO WILL BE IN LONDON ON 3/4 JUNE FOR THE COMMUNITY HEADS OF MISSION CONFERENCE, ONE POSSIBILITY MIGHT BE FOR YOU TO FLY TO TURIN TO MAKE A BRIEF CALL ON AGNELLI, PRESIDENT OF JUVENTUS AS WELL AS OF FIAT. IN HIS STATEMENT RELEASED YESTERDAY HE TOOK A FIRM LINE ABOUT THE PRIMARY RESPONSIBILITY OF THE LIVERPOOL HOOLIGANS, WHICH HE PUT A LONG WAY AHEAD OF THE SECONDARY FACTOR OF BELGIAN NEGLIGENCE, AND SAID THAT UNTIL THE VIOLENCE BY BRITISH SUPPORTERS, DEMONSTRATED ON SO MANY OCCASIONS, WAS BROUGHT UNDER CONTROL BRITISH TEAMS SHOULD NOT PLAY ABROAD. AT THE SAME TIME, BOTH IN THE PRESS AND LATER IN A DIGNIFIED AND RESTRAINED APPEARANCE ON TELEVISION, HE PAID TRIBUTE TO BOTH THE LIVERPOOL AND JUVENTUS PLAYERS FOR THE SPORTSMANSHIP WHICH BOTH HAD SHOWED IN THE MATCH WHICH FOLLOWED THE DISASTER. ANOTHER POSSIBLE GESTURE WOULD BE TO OFFER TO TREAT SOME OF THE NUMEROUS INJURED ITALIANS IN SPECIALISED BRITISH HOSPITALS, FOR EXAMPLE STOKE MANDEVILLE. BUT, AGAIN, WE NEED TO KNOW MORE ABOUT THE INJURED AND SOME MIGHT NOT WELCOME AN OFFER OF TREATMENT IN ENGLAND.

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MR BARRINGTON

COPIES TO:

MR MACFARLANE

MINISTER OF SPORT DOE

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FM BRUSSELS 311540Z MAY 85
TO IMMEDIATE FCO
TELEGRAM NUMBER 160 OF 31 MAY 85
INFO PRIORITY ROME

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FOOTBALL VIOLENCE: CALLS BY LORD YOUNG ON THE MAYOR OF BRUSSELS

1. I ACCOMPANIED LORD YOUNG ON A CALL THIS AFTERNOON ON BROUHON. LORD YOUNG EXPLAINED THAT HE WAS IN BRUSSELS ON PREVIOUSLY ARRANGED COMMUNITY BUSINESS BUT THAT THE PRIME MINISTER WOULD NOT HAVE WISHED HIM TO LEAVE WITHOUT CALLING TO REITERATE HMG'S HORROR AND REGRETS AT THE INCIDENTS AT THE HEYSEL STADIUM AND THEIR FIRM INTENTION TO TAKE EARLY MEASURES TO CONTROL THE VIOLENCE AMONG FOOTBALL CROWDS IN THE UK AND TO COOPERATE WITH OTHER COUNTRIES IN SEEKING TO RESTORE FOOTBALL TO THE FRIENDLY AND SPORTING MATTER THAT IT SHOULD BE.

2. BROUHON RESPONDED VERY WARMLY. HE THANKED LORD YOUNG FOR HIS CALL AND HIS WORDS AND SAID THE TRAGEDY AT HEYSEL HAD BEEN REGRETTABLE BUT THAT IT MUST BE SEEN IN PERSPECTIVE. VIOLENCE WAS AN INTERNATIONAL PHENOMENON AND THE EVENTS AT HEYSEL COULD HAVE OCCURRED AT EG A GERMAN-ITALIAN MATCH OR A BELGIAN MATCH WITH A TEAM OF SOME OTHER NATIONALITY. IN ANSWER TO A QUESTION THIS MORNING FROM A BRITISH JOURNALIST WHETHER THE EVENTS ON WEDNESDAY WOULD AFFECT BELGIAN-BRITISH RELATIONS HE HAD ANSWERED FIRMLY IN THE NEGATIVE. NEITHER BELGO-BRITISH RELATIONS BETWEEN BRUSSELS AND LONDON WOULD BE AFFECTED. (AT THE END OF THE VISIT HE REPEATED LORD YOUNG THAT AS FAR AS HE WAS CONCERNED BELGIANS AND BRITONS HAD BEEN FRIENDS YESTERDAY, WERE FRIENDS TODAY AND WOULD CONTINUE TO BE FRIENDS TOMORROW.

3. BROUHON WAS AT CONSIDERABLE PAINS TO EMPHASISE THAT THERE HAD BEEN CONSIDERABLE VIOLENCE ON THE PART OF THE JUVENTUS FANS ALSO. HE DREW LORD YOUNG'S ATTENTION TO PRESS PHOTOGRAPHS SHOWING JUVENTUS FANS ADVANCING ALONG THE PITCH ARMED WITH CLUBS (THOUGH IT IS NOT CLEAR WHETHER THIS WAS INDEPENDANT OF THE EVENTS AT THE LIVERPOOL SUPPORTERS' END OF THE PITCH) AND TO THE PRESENCE OF EXTREME RIGHT -WING AGITATORS, PROVED BY THE PRESENCE OF AT LEAST TWO NEO-FASCIST FLANKS.

4. BROUHON ALSO PAID TRIBUTE TO THE CAPTAINS OF THE TWO TEAMS WHO HAD GONE OUT TO CALM THE CROWD BEFORE THE MATCH BEGAN, APPARENTLY DESPITE SOME OBJECTIONS BY THE PRESIDENT OF JUVENTUS. HE EMPHASISED THAT THE DECISION TO CONTINUE THE MATCH WAS THE ONLY POSSIBLE ONE IF FURTHER VIOLENCE WAS TO BE AVOIDED, AND LORD YOUNG CONGRATULATED HIM ON A BOLD AND CORRECT DECISION.

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5. ON LEAVING BROUHON REITERATED HIS THANKS TO LORD YOUNG AND SEPARATELY ASKED ME TO CONVEY HIS RESPECTS AND BEST WISHES TO MRS THATCHER.

6. AT LORD YOUNG'S REQUEST I HAVE PASSED THIS TO HIS OFFICE IN LONDON, WHO WILL RELEASE THE NEWS OF THE VISIT AND THE BROAD LINES OF THE DISCUSSION TO THE MEMBERS SO THAT LORD YOUNG CAN AVOID MAJOR COMMENT TO THE PRESS HIMSELF AND THUS ALSO AVOID IN ANY WAY ANTICIPATING YOUR VISIT TOMORROW. WE HAVE MADE A BRIEF PRESS RELEASE HERE.

JACKSON

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PS/MR LUCE

PS/MR RENTON
PS/PUS
MR DEREK THOMAS
CHIEF CLERK
MR JENKINS
MR BARRINGTON

COPIES TO:
MR MACFARLANE
MINISTER OF SPORT DOE
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FM BRUSSELS 311030Z MAY 85
TO IMMEDIATE FCO
TELEGRAM NUMBER 159 OF 31 MAY 85
INFO PRIORITY ROME

FOOTBALL: LIVERPOOL V JUVENTUS

1. THE FOLLOWING IS A FURTHER ASSESSMENT, AS REQUESTED BY CONSULAR DEPARTMENT, OF MEASURES TAKEN BEFORE THE MATCH TO PREPARE FOR POSSIBLE VIOLENCE
2. IN ACCORDANCE WITH STANDING PRACTICE THE EMBASSY ENSURED THAT THERE WAS CLOSE LIAISON BETWEEN THE BELGIAN FOOTBALL ASSOCIATION, THE LIVERPOOL FC AND THE BELGIAN AND BRITISH POLICE (DETAILS IN MY TELNOS DISTRESS 15 AND 156). THE LIVERPOOL FOOTBALL CLUB SECRETARY (ROBINSON) ESTABLISHED CONTACT WITH THE BELGIAN FOOTBALL ASSOCIATION AS SOON AS LIVERPOOL QUALIFIED FOR THE FINAL. AMONG OTHER STEPS TAKEN IN PREPARING FOR THE MATCH, REPRESENTATIVES OF THE BRUSSELS POLICE PAID A VISIT TO LIVERPOOL. THEY TOLD US THAT THIS HAD GONE WELL AND THAT SATISFACTORY ARRANGEMENTS, INCLUDING WARNING PUBLICITY ISSUED TO FANS, WERE BEING MADE. MESSAGES FROM MR MACFARLANE TO THE MINISTERS RESPONSIBLE FOR SPORT EMPHASISED THE NEED TO PREPARE FOR POSSIBLE VIOLENCE.
3. BELGIAN CONFIDENCE THAT MEASURES WERE ADEQUATE WAS NO DOUBT ENCOURAGED BY THEIR RELATIVE SUCCESS IN CONTROLLING VIOLENCE AT EARLIER MATCHES (CF OUR TELNOS DISTRESS 11 AND GOVERNMENT COMMENTS REPORTED IN OUR TELNOS 151 AND 156) BUT THERE WAS ALREADY MOUNTING RESENTMENT, ESPECIALLY AMONG LOCAL AUTHORITIES, AT THE HIGH AND RISING COST OF POLICING MATCHES INVOLVING BRITISH SUPPORTERS. THERE WAS CLEARLY A LIMIT TO HOW FAR THE BELGIANS WERE PREPARED TO BE PUSHED IN INCURRING ADDITIONAL EXPENDITURE.
4. SOME BRITISH FOOTBALL OFFICIALS AND JOURNALISTS ARE NOW MAKING SWEEPING CRITICISMS OF THE STATE OF THE STADIUM AND OF VARIOUS ASPECTS OF THE SECURITY ARRANGEMENTS VIZ WEAK PHYSICAL INSTALLATIONS, THE SALE OF DRINK OUTSIDE THE STADIUM, INSUFFICIENT POLICE DEPLOYMENT AND ABOVE ALL FAILURE TO SEPARATE RIVAL SUPPORTERS AND TO PREVENT THE STAND AREA SUPPOSEDLY ALLOCATED TO BELGIAN SUPPORTERS FROM BEING LARGELY OCCUPIED BY ITALIANS, EITHER THROUGH THE RESALE OF TICKETS SOLD IN BELGIUM OR THROUGH COUNTERFEIT TICKETS SOLD IN ITALY. (THE GENDARMERIE HAD DETAILED INFORMATION ABOUT THE COUNTERFEIT TICKETS BUT PLANS TO REPLACE THEM WITH GENUINE TICKETS FOR OTHER PARTS OF THE STADIUM SEEM NOT TO HAVE BEEN EFFECTIVE).

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5. A SPECIAL BELGIAN FACTOR CONTRIBUTING TO THE WEAKNESS OF ORGANISATION WAS UNDOUBTEDLY THE COMPLEX DIVISION OF RESPONSIBILITIES (MY TELNO 157) . RESPONSIBILITY FOR SPORT HAS BEEN DEVOLVED FROM THE CENTRAL GOVERNMENT TO THE REGIONS (IE FLEMISH AND FRENCH COMMUNITY EXECUTIVES) BUT RESPONSIBILITY FOR PUBLIC ORDER AT SPORTING EVENTS LIES PARTLY WITH CENTRAL GOVERNMENT (GENDARMERIE) AND PARTLY WITH LOCAL AUTHORITIES (POLICE). LIAISON IS NOT ALWAYS GOOD. REPRESENTATIVES OF THE POLICE RATHER THAN THE GENDARMERIE VISITED LIVERPOOL, EVEN THOUGH IT WAS PRIMARILY GENDARMES WHO IN THE EVENT WERE DEPLOYED TO CONTROL THE BLOCKS ALLOCATED TO LIVERPOOL SUPPORTERS.

6. SEVERAL MEMBERS OF THE EMBASSY WHO WERE AT THE MATCH, AND OTHERS WHOM WE HAVE CONSULTED, WITNESSED NUMEROUS INCIDENTS OF UNRULY BEHAVIOUR BY JUVENTUS AS WELL AS LIVERPOOL FANS AND CONFIRMED THAT POLICE ACTION WAS IN MANY INSTANCES SLOW AND ILL-COORDINATED.

7. THERE IS ALSO A LOT OF BELGIAN CRITICISM OF SECURITY ARRANGEMENTS (MY TELNOS 150 AND 156) . IN A BELGIAN TELEVISION PANEL DISCUSSION LAST NIGHT IN WHICH I PARTICIPATED TOGETHER WITH THE INTERIOR MINISTER, THE CHIEF OF THE GENDARMERIE AND MAYOR OF BRUSSELS AMONG OTHERS, QUESTIONS FROM THE PUBLIC WERE PREDOMINANTLY CRITICAL OF THE BELGIAN AUTHORITIES. NOTHOMB WAS REPEATEDLY PRESSED OVER THE CLEAR FAILURE TO SEPARATE RIVAL SUPPORTERS. HE DEFENDED THE BELGIAN GOVERNMENT'S ACTIONS AS IN PREVIOUS INTERVIEWS (MY TELNO 156) . THE ESSENCE OF HIS ARGUMENT WAS THAT THE GOVERNMENT HAD A DUTY TO THE CITIZENS OF BELGIUM AND TO PEACEFUL VISITORS. IT WAS NOT PREPARED TO DEVOTE UNREASONABLY LARGE RESOURCES TO MEET THE SPECIAL REQUIREMENTS OF BRITISH HOOLIGANS, AT THE EXPENSE OF MORE DESERVING CAUSES. HE WAS NOT WILLING TO TURN BELGIUM, EVEN FOR AN AFTERNOON , INTO A POLICE STATE, WITH MASSIVE POLICE DEPLOYMENTS, SPECIAL CONTROLS, IDENTITY CHECKS ETC. THE MAYOR ALSO STRESSED THE ABSENCE OF ANY LEGAL BASIS FOR OTHER SUGGESTED MEASURES , EG THE CLOSING OF BARS IN VARIOUS AREAS OF THE CITY.

8. IN BELGIUM WE HAVE DETECTED NO HINT OF CRITICISM OF NOTHOMB'S PROPOSAL FOR A TEMPORARY BAN ON SPORTING EVENTS INVOLVING BRITISH TEAMS (THIS IS BEING CONSIDERED BY THE BELGIAN COUNCIL OF MINISTERS THIS MORNING AND WILL PROBABLY BE APPROVED).

ON THIS POINT HIS CRITICS MERELY ARGUE THAT HE SHOULD HAVE ACTED EARLIER.

JACKSON

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NEWS D
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PS/LADY YOUNG
PS/MR LUCE

PS/MR RENTON
PS/PUS
MR DEREK THOMAS
CHIEF CLERK
MR JENKINS
MR BARRINGTON

COPIES TO:
MR MACFARLANE
MINISTER OF SPORT DOE

FOOTBALL TRAGEDY

ADVANCE COPIES

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PS/MR MACFARLANE, DOE
PS/MR SHAW, HOME OFFICE

IMMEDIATE

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FM WASHINGTON 311910Z MAY 85

TO IMMEDIATE FCO

TELEGRAM NUMBER 1721 OF 31 MAY

INFO PRIORITY BRUSSELS, BIS NEW YORK. ROUTINE OTHER US POSTS

ADVANCE COPY

EUROPEAN CUP FINAL TRAGEDY: US MEDIA COVERAGE

1. THE EUROPEAN CUP FINAL TRAGEDY HAS BEEN A MAJOR NEWS STORY IN THE US PRESS AND ON TELEVISION AND RADIO FOR THE PAST FEW DAYS. WE AND OTHER US POSTS RECEIVED MANY HOSTILE CALLS FROM MEMBERS OF THE US PUBLIC SHORTLY AFTER DETAILS OF THE TRAGEDY BECAME KNOWN HERE BUT THESE TAILED OFF ONCE IT BECAME CLEAR IN REPORTS FROM LONDON THAT THE PRIME MINISTER HAD CONDEMNED THE INCIDENT AND THAT THE GOVERNMENT INTENDED TO TAKE SWIFT ACTION TO DETER THIS KIND OF VIOLENCE IN THE FUTURE.

2. WHILST THE US MEDIA ASSUME THAT BRITISH FANS WERE LARGELY IF NOT ENTIRELY, RESPONSIBLE FOR WHAT HAPPENED IN BRUSSELS, THE PROBLEM OF SPORTS HOOLIGANISM AND VIOLENCE IN GENERAL IS SEEN IN MOST PAPERS HERE AS BEING AT LEAST A EUROPEAN IF NOT A WORLD WIDE PROBLEM - BUT WITH BRITAIN REGRETTABLY AT THE FOREFRONT AS FAR AS SOCCER HOOLIGANISM IS CONCERNED. THE PRIME MINISTER'S IMMEDIATE CONDEMNATION OF WHAT HAPPENED IS WIDELY REPORTED AND HER STATEMENT THAT IT HAD BROUGHT 'SHAME AND DISGRACE TO THE COUNTRY AND TO FOOTBALL' IS QUOTED IN MOST REPORTS, AS IS THE GOVERNMENT'S DECISION TO TAKE IMMEDIATE STEPS AND IN PARTICULAR TO CONTRIBUTE TO A DISASTER FUND FOR THE FAMILIES OF VICTIMS.

IN A HELPFUL AND MEASURED EDITORIAL, THE WASHINGTON POST DESCRIBES THIS DECISION AS 'AN UNUSUAL ACT OF NATIONAL APOLOGY' ADDING THAT 'IF THE BRITISH REPUTATION FOR TRANQUILITY IS SPURIOUS, THE BRITISH REPUTATION FOR DECENCY IS ENTIRELY GENUINE'. THE POST CONCLUDES:

'IT WAS THE KIND OF DISASTER THAT SUGGESTS AN EROSION OF THE FUNDAMENTAL CODE ON WHICH A SOCIETY PRIDES ITSELF - NONE WITH GREATER REASON THAN THE BRITISH. THERE IS NO COUNTRY BETTER EQUIPPED, BY ITS OWN LAWS AND TRADITIONS, TO REPAIR THE DAMAGE'.

3. THERE HAS BEEN MASSIVE COVERAGE OF THE DISASTER ON US TELEVISION NOT ONLY ON THE NEWS PROGRAMMES BUT IN THE LEADING CURRENT AFFAIRS/DISCUSSION PROGRAMMES SUCH AS PBS/MCNEIL LEHRER REPORT AND ABC NIGHTLINE. BIS OFFICIALS HAVE GIVEN BRIEF INTERVIEWS TO LOCAL TV AND RADIO STATIONS AND ON THE RECORD STATEMENTS DRAWING ON EXTENSIVE COI MATERIAL SENT TO POSTS.

4. PREDICTABLY, THERE IS A GOOD DEAL OF ANALYSIS OF THE REASONS WHY SOCCER VIOLENCE IS SO PREVALENT IN BRITAIN WITH THE LEVEL OF UNEMPLOYMENT, LIFE IN THE INNER CITIES AND BOREDOM AMONGST YOUTH HIGHLIGHTED IN MANY PAPERS. THE WALL STREET JOURNAL, IN ITS DETERMINATION TO FIT ANY EVENT FROM THE CREATION TO A NUCLEAR HOLOCAUST INTO THE PROCRUSTEAN COUCH OF ITS ECONOMIC POLICY APPROACH, SEES THE PROBLEM OF VIOLENCE IN MAINLY ECONOMIC TERMS. THE JOURNAL COMMENTS THAT THE WELFARE STATE IS A CENTRAL PART OF THE PROBLEM IN CREATING AN 'UNDEREMPLOYED, UNDERCLASS THE POSITIVE SOLUTION IS FOR EUROPE TO MAKE THE TRANSITION FROM A WELFARE SOCIETY TO AN OPPORTUNITY SOCIETY'. IT ACKNOWLEDGES THAT BRITAIN AND SOME OTHER EUROPEAN COUNTRIES HAVE MADE A START IN THIS DIRECTION BUT THAT MORE NEEDS TO BE DONE TO STIMULATE PRIVATE INVESTMENT AND ECONOMIC GROWTH TO GIVE THOSE PRONE TO VIOLENCE MORE OF A STAKE IN SOCIETY.

5. THERE IS SOME SPECULATION IN THE AMERICAN PRESS THAT BRITISH TEAMS MAY BE BANNED FROM PLAYING IN EUROPE AND THE SPECIFIC DECISION BY THE BELGIAN GOVERNMENT TO BAN THEM FROM PLAYING IN BELGIUM UNTIL THE THREAT OF VIOLENCE BY BRITISH FANS IS ELIMINATED IS PROMINENTLY REPORTED.

6. A SELECTION OF CUTTINGS OF US COVERAGE IS BEING SENT BY BAG TO FCO, DOE AND NUMBER 10.

7. FOR US POSTS ONLY: IF LOCAL COMMENT IS AT VARIANCE WITH THE ABOVE SUMMARY, PLEASE REPORT BY TELEGRAM NEXT WEEK TO WASHINGTON AND BIS NEW YORK ONLY SO THAT WE CAN IF NECESSARY SEND ANOTHER ROUND UP FROM HERE.

8. FCO PLEASE ADVANCE TO INFORMATION DEPARTMENT AND NEWS DEPARTMENT, TO THE DOE AND NUMBER 10.

WRIGHT

NNNN

11

Telephone call from Charles Reiss giving quotes from Neil Kinnock's press conference via Sue Masterman, Standard correspondent in Vienna:

Kinnock said that a voluntary ban on English soccer teams would be "giving in" to the hooligans. "If the tribute we pay to these thugs is to reduce the freedom of thousands of other football supporters then the thugs have won".

Then he said that the better attitude was that displayed by Mrs Thatcher after the Brighton bombing - "business as usual" and then he said the Government had failed to reinvest any of the £400m annual income from football into the game itself "we have got to put money from football into football".

Asked about the causes of the violence he said "it may be because of unemployment and hopelessness or it may be over-indulgence and lack of discipline or a bit of both.

"The problem of football crowd violence is deep-rooted and it has many causes of which one of the most important is long term unemployment, especially among the young. We cannot hope to tackle this problem so long as we have a Government which gives no priority whatsoever to tackling unemployment and even believes that a certain degree of unemployment is necessary in order to reduce costs and keep [wages?] down."

31 May 1985

31 May 1985

PRIME MINISTER

FOOTBALL PRESS DIGEST

The Brussels tragedy dominates all the news still. Your press conference and the announcements it contained are widely reported across front pages.

- All accounts say Liverpool fans were to blame.
- You ask Millichip and Croker to return for urgent talks, and you want them to pull England out of European matches, before UEFA kicks us out.
- Before leaving Mexico, Millichip hints that he might well do this.
- UEFA will not meet till July 2, but Secretary Hans Bangerter threatens drastic action.
- Football worldwide would welcome voluntary withdrawal by Britain.
- You send messages to Italian and Belgian Governments.
- Government gives £250,000 to disaster appeal.
- Kinnock supports the donation.
- You will today meet reporters present at the stadium.
- You want to meet John Smith.
- You have brought forward meeting on hooliganism.
- Government will introduce emergency bill banning alcohol.
- If Opposition agrees, Bill could also control ticket distribution, require segregation of supporters and enable Transport Police to keep trouble makers off channel ferries.
- Belgium bans British clubs and lays blame squarely at Britain's door.
- Peter Bottomley visits hospitals and reports to you. He confesses he was ashamed to be British.
- British clubs say a European ban would cost them millions.
- John Smith and some Liverpool fans say National Front started the trouble.
- Italy in mourning. Returning fans blame Britain for violence and Belgium for poor arrangements.
- TV film of ground shows a Juventus fan firing a gun at police. Cartridge shells found later at the ground.
- Popplewell inquiry will be extended to take in lessons learned from Brussels.

- Both you and Neil Macfarlane want compulsory membership cards.
- BBC defends decision to screen the match.
- Scottish, Welsh and Northern Ireland clubs hope to escape any ban.
- Neil Macfarlane's warnings of dangers were ignored.
- The Mail's Jeff Powell (you meet him this morning) has a two page "timetable" of Wednesday's night's events.
- Guardian's Charles Burgess (he's also in this morning) reports that Liverpool officials have questioned police tactics as Belgium starts an inquiry.
- Express: You deliver an impassioned plea to football fans to "shop" the thugs. Emergency Bill will ban alcohol; force fans to carry identity cards; order close-circuit TV; encourage foreign courts to impose stiff sentences on British louts.
- Star: You say your blood was boiling and demand Britain pulls out.
- Sun: Six "Nazi" soccer thugs who support Chelsea boast of causing the Brussels tragedy. Rest of the world united to condemn British fans.
- Mirror: You want Britain out and will speed up legislation to crack down on drink and give transport police more powers.

SOME HEADLINES

- Mail: "England the Outcast"; "Our disgrace - by Maggie".
- Star: "Chant of Murder" from Liverpool fans.
- Mirror: "Outcasts - Europe takes revenge".
- Guardian: "Thatcher set to demand FA ban".

COMMENT

- Telegraph says you came closer to admitting defeat than ever before when, at your press conference, you appealed for help from the public. Ministers should now request a two year ban on European matches.
- Mail: We must ban all alcohol; insist on membership cards; use TV monitoring to catch thugs, and, once caught, dish out stiff sentences.
- Express: FA must pull out of Europe. Draconian measures must be given a head of steam; drink ban, membership cards and travel ban must be in place by next season.
- Star: Britain must serve 5 years exile.

- Mirror: Banning drink is not enough. Jail sentences must be harsh. Blame rests wholly with British fans.
- Guardian: Britain must pull out of Europe for three years and pour "every problem solving resource" into putting our house in order.
- Times: Britain must not export "rotten meat". Football must pay the price of Brussels. It must be made safe at all costs.

JEAN CAINES



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

31 May 1985

Dear Tim,

FOOTBALL VIOLENCE

Your letter of yesterday to Phil Dykins records the outcome of the Prime Minister's meeting yesterday with other Ministers, including Mr Shaw. The current position on matters concerning the Home Office is as follows.

Legislation on alcohol

The Home Secretary has written today to the Lord President with his proposals on alcohol legislation, for enactment this session. The Prime Minister has of course received a copy of that letter.

Police action

The police in Merseyside and in Kent have been in touch with Belgian police to offer all assistance. In Merseyside the police have a video film of the TV transmissions which is being viewed by a number of officers who are regularly on duty at Liverpool FC and Everton FC. The BBC and ITV are also providing high quality recordings of their transmissions. The Belgian authorities are supplying TV film through the FCO, and this will also be viewed. Other still pictures will also be examined. In London similar film material is being viewed both by the Special Branch and by officers at Chelsea (in view of the claims by Mr John Smith that Chelsea NF members were involved).

To date the Special Branch have no evidence of central co-ordination of football violence by the National Front, either at Brussels or in previous matches. But they do not discount the possibility that individual NF members, or small groups, may have been involved.

Message to Minister of the Interior

The Home Secretary has written to the Minister of the Interior for Belgium to express sympathy and offer the assistance of the British police.

Offences abroad

As the note of the Prime Minister's meeting records, UK law does not allow those who may have committed offences in Belgium, short of homicide, to be tried in this country; the difficulties over securing evidence of a kind to satisfy the English courts argue against any offer to amend our law; and such an offer would be of no use in relation to those who have committed offences in Belgium because the extension of our jurisdiction could not, on normal principles, be retrospective.

/The same

Tim Flesher, Esq

10.85

The same difficulties do not apply to the removal to this country of persons who may be given custodial sentences in Belgium. The Home Secretary believes that it will be helpful, as part of the Statement on Monday, to announce that we intend to offer Belgium arrangements which would prevent this. I attach a copy of the material which we are sending to the DOE for the statement. There are problems, not least that the obvious vehicle for repatriation is the Council of Europe Convention, which Belgium is at present unable to ratify. However, enquiries are being made through the Embassy in Brussels into whether present Belgian law would permit an interim agreement of any sort to be concluded in advance of the Convention coming into effect between the UK and Belgium. The material which we are offering now depends upon the answer to that enquiry and may therefore need revision in the light of the FCO's findings.

"Hoolivans"

The Prime Minister will be aware of the existing plans to make available to police forces a van mounted with cameras for use in policing events where public disorder is possible, and therefore particularly relevant to football matches. In the light of events in Belgium the Home Secretary has decided that two further vans should be produced and equipped by the Home Office, and made available on demand to police forces (probably for a fee). This should help ensure that no police force is handicapped by the unwillingness of its police authority to purchase a van. An announcement on this is probably too small beer for the statement, but we shall let the Prime Minister have a supplementary to cover it.

I am copying this to Colin Budd (FCO), John Ballard (DOE), Phil Dykins (Minister of Sports' Office) Peter Westmacott (Minister of State's Office FCO) and Steve Pike (Mr Shaw's Office here).

Jan
Neyel

N A PANTLING

REPATRIATION OF PRISONERS: DRAFT CONTRIBUTION TO STATEMENT

We are anxious to give the Belgian authorities every possible assistance in bringing to justice and dealing appropriately with people from this country who have committed offences in connection with this match. It is entirely for them to decide how to tackle that matter, but we want to remove any possible difficulty or disincentive which it is within our power to remove. One possible disincentive may be that it is less trouble simply to remove Britons who may have committed offences from the country than to prosecute and sentence them appropriately. We intend to offer the Belgians the opportunity, in accordance with the Repatriation of Prisoners Act, to remove to this country anyone who may be given a custodial sentence. Belgium is not yet a party to the Council of Europe Convention on the Transfer of Sentenced Persons, which will come into effect for the United Kingdom on 1 August. If she wished and were able to enter into an interim agreement with us, we should be ready to do so, and we shall be informing the Belgian Government accordingly.

POSSIBLE RETURN TO THE UK OF BRITISH NATIONALS WHO MAY BE GIVEN
CUSTODIAL SENTENCES IN BELGIUM

Background Note

Ministers are concerned to ensure that the Belgian authorities are not deterred from vigorous prosecution of persons who may have committed offences in connection with the Brussels match, or from the imposition of suitably severe sentences, by considerations of convenience or expense. They therefore wish to offer Belgium their cooperation in exploiting to the maximum extent possible, if the Belgians wish to do so, any opportunity to return the persons concerned to this country to serve their sentences here.

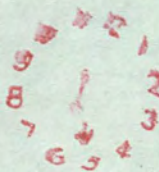
2. The Repatriation of Prisoners Act 1984, which came into effect on 15 April 1985, allows the UK to give effect to any arrangements concluded with another country for the transfer of prisoners. The Council of Europe Convention on the Transfer of Sentenced Persons provides such arrangements. The United Kingdom ratified the Convention at the end of April, and it comes into effect for the UK on 1 August 1985. Belgium has signed the Convention, but has not yet ratified it. We understand the Belgian authorities have previously said that they are unlikely to be able to ratify until 1987, and that the reason for the delay is that Belgium needs still to enact domestic legislation to enable her to give effect to the provisions of the Convention.

3. We should be pleased, both in the present context and generally, if Belgium were able to ratify the Convention earlier.

4. The Convention provides that transfers shall not normally be arranged if the prisoner has less than six months of his sentence left to serve. There is, however, provision in the Convention for this rule to be relaxed in exceptional cases by agreement between the two States concerned. When the Convention was drawn up, it was envisaged that the six-month rule might be relaxed if the prisoner's rehabilitation seemed particularly likely to be assisted by a transfer or if a transfer could be effected expeditiously and at low cost, for example between neighbouring states. The latter consideration, if not the former, would apply in the present case.

5. In the interval before Belgium is able to ratify the Convention, we should also be willing to enter into a special bilateral agreement, if the Belgians wished it and their law allowed it, to provide for the return to this country of Britons given custodial sentences in connection with the Brussels match. Such an arrangement would have to reflect the safeguards contained in the Act, such as the requirement that the prisoner's consent to transfer should be forthcoming. If Belgian law does not allow her to ratify the Convention, nor presumably does it allow her to enter into a bilateral arrangement akin to the Convention. Possibly, however, her law might allow a "one-way" agreement, whereby she could "export" prisoners from Belgium even if she could not "import" them. This is a matter for the Belgian authorities to consider. We should not want the precedent of a "one-way" agreement, or of a special agreement with a country which plans to become a party to the Council of Europe Convention, to be followed widely elsewhere; but it seems right to make the offer of such an agreement in the particular circumstances of this affair.

151 MAY 1985





10 DOWNING STREET

From the Private Secretary

~~Time.~~

- (A) Home Sec prefers PM to make statement
- (i) She is closely identified with subject
 - (ii) McF would not do it well.

Nigel Panton believes Home Sec would prefer to do it himself if it not PM.

- (B) Home Office are circulating a condensed H & L paper on alcohol in sports grounds.



a Master

10 DOWNING STREET

From the Private Secretary

31 May 1985

Jean Phil,

The Prime Minister held a series of meetings today to discuss the events in Brussels at the European Cup Final on Wednesday and the response to these events. Your Minister was present at all these meetings. This note summarises the major points to emerge at each.

Meeting with sports journalists

The Prime Minister met a number of sports journalists who had been present at the European Cup Final. They were: Peter Jones (BBC Radio), Jeff Powell (Daily Mail), Charles Burgess (Guardian), John Keith (Daily Express), Peter Went (Press Association), Mike Ellis (Sun) and Brian Glanville (Sunday Times). The journalists described their view of the events leading to the deaths of some 40 football supporters and explained their (occasionally very differing) views of measures to combat football hooliganism. Some of the points to emerge were as follows:

I Football hooligans were for the most part unreachable in any real sense. They saw themselves as being alien and outcast and their aspirations were measured in territory won and injury and damage caused.

II It might be possible to clean up the game of football by the kind of stringent measures to which the Prime Minister had been referring. Because football hooliganism was however a social phenomenon rather than a football phenomenon it would reappear elsewhere. The Prime Minister commented that this might be so but if it did it might be in a more easily controllable fashion.

III Measures to prevent specifically football hooliganism could be successful. The journalists broadly favoured proposals to impose a ban on visiting spectators, which could be achieved by a club

JG

membership system. It would also make considerably easier the control of transport. Even if this was not done there should be an end to cheap fares on football special trains and there should certainly be no charter flights to cities in which the England football team were playing.

IV The journalists shared the common view amongst those present that preparations for the game by UEFA and the Belgian authorities had been appalling. The policing was non-existent and the standard of facilities at the stadium would not have received a certificate under British legislation. The journalists joined the Prime Minister in lamenting the very small number of arrests. It was a traditional practice of continental police forces to administer on the spot physical punishment rather than to go to all the trouble of an arrest. It was essential that troublemakers were arrested and in this context the journalists endorsed the Prime Minister's attempts to persuade ordinary spectators to take a stand against the hooligans. The trouble was that they were terrified. The Prime Minister thought that this might prove possible: the example of the recent miners' strike showed that ordinary people were often prepared to stand up and be counted in the face of appalling violence and intimidation.

V Nevertheless the journalists agreed with the Prime Minister that nothing was to be gained at this stage by seeking to put the blame other than on British football supporters. Those who spoke favoured a voluntary withdrawal by the Football Association.

VI In a brief discussion of National Front participation in football violence the journalists said that this was an element but there was no question that the numbers involved went far beyond a small politically motivated fringe.

Meeting with Mr. John Smith

The Prime Minister met Mr. John Smith, the Chairman of Liverpool Football Club and the Sports Council. Mr. Smith said that he had already decided to withdraw Liverpool from European competition for the next year and would be making a statement to that effect afterwards. The Prime Minister praised his decision. Mr. Smith went on to make a number of other points as follows:

I The policing of the match had been wholly lamentable; if the events had happened at a British ground the police would have stopped it within a few

minutes.

II The arrangements for the match were totally inadequate. For example tickets had ended up on the black market and spectators had been able to enter the ground without tickets at all. This had contributed to the crush in the Liverpool end.

III There was substantial evidence of National Front activity including a large number of union jacks of a kind which were never shown at Liverpool matches normally. He himself had been accosted by six hooligans who appeared to be members of the National Front and who claimed to be proud of their night's work.

IV He would be prepared to consider the introduction of club membership cards and would be investigating the possibility himself. He was also broadly in favour of a ban on visiting spectators. He was in favour of a ban on football specials in any event.

V He was very much in favour of the Government's proposals to ban alcohol from football grounds and from transport to football grounds.

VI In his capacity as Chairman of the Sports Council he was looking at the possibility of a football levy board along the lines of the Horse Race Betting Levy Board. The Prime Minister said that this possibility should by all means be considered, but football already had a substantial income from other sources.

Meeting with the Football Association

The Prime Minister met Mr. Millichip, Mr. Croker and Mr. McMullen of the Football Association. She thanked Mr. Millichip and Mr. Croker for returning from Mexico at such short notice to deal with the consequences of the events in Brussels. Mr. Millichip said that the Football Association had decided not to submit the names of any English clubs for any European competitions next season and he proposed to announce this immediately. The Prime Minister commented that she was sure that this was the right decision.

The Prime Minister went on to say that there was now a demand, which would not be denied, for urgent action. The Government itself hoped to introduce legislation this session for a ban on alcohol at football grounds and on transport to football grounds. She hoped as well that the Football Association would reconsider their opposition to a system of membership cards as well as the possibility of a ban on visiting spectators. Mr. Croker said that the

Football Association remained sceptical about a national system of membership cards which, they considered, would be too easily abused. A local system might well however, have merit. In addition the Football Association were convinced they would now have to take a more direct influence over the planning of individual matches, for example, by insisting on all ticket matches more frequently and insisting on more games played in the morning. At this stage nothing was ruled out and the Association looked forward to further discussions with the Government. The Prime Minister welcomed the Association's determination to take the kind of tough decisions which would be necessary.

The Prime Minister enquired about the number and nature of supporters travelling with the England team in Mexico, especially in view of the forthcoming match with Italy. The Association replied that there seemed to be about 80 English fans but the Mexican police had announced their intention of dealing firmly with any potential trouble. The names of the travelling supporters were known since they would have had to apply for visas.

I am sending a copy of this letter to Janet Lewis-Jones (Lord President's Office), Peter Ricketts (Foreign and Commonwealth Office), Nigel Pantling (Home Office) and Richard Allan (Department of Transport).

Timothy Flesher

(Timothy Flesher)

Phil Dykins, Esq.,
Department of the Environment.



*file
ce Master*

10 DOWNING STREET

From the Private Secretary

31 May 1985

De Phil,

FOOTBALL HOOLIGANISM

Mr. Robert Maxwell came to see the Prime Minister today on another subject but put forward a number of ideas on football hooliganism. He warned the Prime Minister against expecting too much from the Football Association and the Football League. They were internally divided, had no machinery and no resources and their ability to implement anything was extremely limited. For example, as a representative of a rich and successful club, Mr. John Smith was unable to speak for the many small clubs. The FA and the League would be only too ready to allow the Government to take responsibility. The Prime Minister agreed that those running the game should be made to take responsibility.

Mr. Maxwell had a number of specific suggestions to make. First, the FA should take the lead in withdrawing English clubs from European competition before they were excluded by UEFA. Secondly, the police should take over full responsibility for policing within football grounds rather than being hired agents of the clubs. The police would then take charge of who was admitted and who could go where within the ground. Once they had full responsibility, the police would bring all their resources to bear on identifying and apprehending the troublemakers. The money saved on police fees should be paid over to the FA and devoted to ground safety. Thirdly, the FA's levy on transfer fees should be raised from 5 to 15 per cent and the proceeds also devoted to ground safety.

Finally, he suggested a committee of inquiry to look at the way forward for football in this country. This should involve the FA, the League and the Minister for Sport, and should be chaired by some-one with a knowledge of the game but who was able to take an independent view. He volunteered to take this on himself if no-one else could be found. He suggested that he, Mr. John Smith and Mr. Jack Dunnett should get together to discuss the possibilities. He would be happy for Mr. Robin Butler to take part in these discussions. He put forward the suggestion of a committee of inquiry because he felt that, having given a lead, the Prime Minister should be able to step back and leave further action to those directly involved. The Prime Minister noted this suggestion.

The Prime Minister was concerned that measures had to be in place by August for the start of the next season. Mr. Maxwell cautioned against trying to achieve too much too fast. He did not believe it was reasonable to achieve more than the proposals he had put forward.

I am copying this letter to Janet Lewis-Jones (Lord President's Office), John Ballard (Department of the Environment), Peter Ricketts (Foreign and Commonwealth Office) and Hugh Taylor (Home Office).

Yours sincerely
Andrew Turnbull

ANDREW TURNBULL

Phil Dykins, Esq.,
Office of the Minister for Sport,
Department of the Environment.

FOOTBALL CORRESPONDENTS WHO WILL BE PROVIDING THE PRIME MINISTER
WITH EYE WITNESS ACCOUNTS OF THE EVENTS IN BRUSSELS

Peter Jones	BBC Radio
Jeff Powell	Daily Mail
Charles Burgess	Guardian
John Keith	Daily Express (Northern Office - Liverpool-based)
Peter Went	Press Association
Mike Ellis	Sun (Liverpool-based)
Brian Glanville	Sunday Times



File

Treasury Chambers, Parliament Street, SW1P 3AG

Mr A Turnbull
No.10 Downing Street
LONDON SW1

30 May 1985

Dear Andrew,

SAFETY AT SPORTS GROUNDS - BRUSSELS

I have seen a copy of the Prime Minister's letter of today to the Italian Prime Minister in which she makes £250,000 available to any appeal set up for the families of the victims of the Brussels disaster.

The immediate Parliamentary procedure for such a contribution will need to be the same as for the Bradford donation viz. a PQ and Answer on the lines of that given by the Prime Minister to Mr Lawler on 20 May. Once that has been done it will be possible to finance immediate payment (assuming that is required) from a Contingencies Fund advance, to be repaid from the Supplementary Vote when available.

It will of course be necessary to determine which Vote is to provide the contribution and that will depend on its nature. If it is intended to be a contribution of a "diplomatic" or "European Community" nature we would expect the FCO to take it on their Vote. The snag about that is of course the risk of repercussions in the context of almost any other disaster involving British nationals abroad. (I need hardly mention the coach disaster in France, also yesterday).

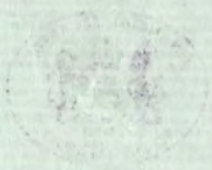
If the donation is intended to be directly related to the UK's safety at sports grounds problem and the involvement of one of our football teams in the match in Brussels, it would be possible for DOE to take it in parallel with their Bradford contribution in a single Summer Supplementary. But the DOE has no responsibility for safety at sports grounds world-wide or the behaviour of British subjects abroad.

The first requirement is therefore for one or other of the Ministers potentially involved to accept the charge to his department's Vote. Once that has been done the same procedure as for Bradford will be possible.

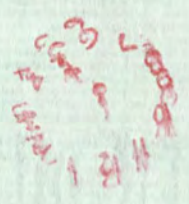
*Yours sincerely
Vivien Life*

VIVIEN LIFE

Solces hoodlum
2



THE UNIVERSITY OF CHICAGO LIBRARY



150 MAY 1985

UNIVERSITY OF CHICAGO

LIBRARY

cc FCO *So 57*



10 DOWNING STREET

PRIME MINISTER'S
PERSONAL MESSAGE
SERIAL No. T100/85

THE PRIME MINISTER

*cc Master
ops.*
30 May, 1985.

Dear Mr President,

I was deeply saddened to learn that French people were among the victims of yesterday's events in Brussels. No words can adequately express the horror and revulsion which I and millions of British people felt at the scenes of violence which we witnessed on our television screens. This terrible tragedy has brought shame on those responsible and on their country - it should never have happened. On behalf of Her Majesty's Government I should like to express my deepest sympathy to the families of those who lost their lives.

I have sent a message to the Italian Prime Minister expressing the hope that a disaster fund will be set up to help the families of all the victims, and stating that we are making available immediately £250,000 as an initial contribution.

*Yours sincerely
Margaret Thatcher*

His Excellency Monsieur Francois Mitterrand

So

RESTRICTED



Foreign and Commonwealth Office

London SW1A 2AH

30 May, 1985

Dear Tim,

European Cup Final

I enclose a copy of a telegram received this afternoon from the Embassy in Paris, recording a meeting between the Embassy and the French Minister for Youth and Sport. You will see from this telegram that we have now had confirmation of the identity of two French citizens who died during last night's events.

The Foreign Secretary telephoned the French Foreign Minister at 7 pm to express our sympathy for these French losses. The Prime Minister may herself like to send a message to President Mitterrand. I enclose a possible draft.

Yours ever,
Peter Ricketts

(P F Ricketts)
Private Secretary

Tim Flesher Esq
10 Downing Street

RESTRICTED

DRAFT: minute/letter/teleletter/despach/note

TYPE: Draft/Final 1+

FROM:

Reference

Prime Minister

DEPARTMENT:

TEL. NO:

SECURITY CLASSIFICATION

TO: M. Franclis Mitterrand
President of the French Republic

Your Reference

- Top Secret
- Secret
- Confidential
- Restricted
- Unclassified

Copies to:

57

PRIVACY MARKING

SUBJECT:

.....In Confidence

CAVEAT.....

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I have sent a message to the Italian Prime Minister expressing the hope that a disaster fund will be set up to help the families of all the victims and stating that we are making available immediately £250,000 as an initial contribution.

Enclosures—flag(s).....

PP DUBLIN

PP THE HAGUE

PP LUXEMBOURG

PP UKREP BRUSSELS

GRS 450

IMMEDIATE

WED

RESTRICTED

DESKBY 301630Z

FM PARIS 301600Z MAY 85

TO IMMEDIATE FCO

TELEGRAM NUMBER 452 OF 30 MAY 1985

INFO IMMEDIATE BRUSSELS, ROME PRIORITY OTHER EC POSTS

MY TELNO 451 : BRUSSELS FOOTBALL RIOTE

1. THE FRENCH MINISTER FOR YOUTH AND SPORT, WHO HAD TO LEAVE PARIS LATER TODAY, ASKED ME TO CALL THIS AFTERNOON. M. CALMAT SAID HE WISHED US TO KNOW THAT THE FRENCH GOVERNMENT SHARED THE CONSTERNATION AND SHOCK WHICH THE BRITISH GOVERNMENT HAD ALREADY EXPRESSED AT LAST NIGHT'S EVENTS IN BRUSSELS, IN WHICH FRENCH LIVES HAD ALSO BEEN LOST. THEY WERE THEMSELVES STUDYING URGENTLY WHAT MEASURES SHOULD BE TAKEN TO PREVENT SUCH THINGS OCCURRING AGAIN OR IN FRANCE. THEY WOULD WELCOME OUR VIEWS AND BE READY FOR CONSULTATIONS ON THE SUBJECT BY ANY APPROPRIATE MEANS. (SUBSEQUENTLY CALMAT'S DIRECTOR DE CABINET TOLD ME HIS MINISTER WAS SEEKING CLEARANCE FROM MATIGNON TO PROPOSE AN URGENT MEETING OF COMMUNITY SPORT MINISTERS).
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3. THE SECRETARY GENERAL OF THE QUAI D'ORSAY HAS SINCE TOLD ME HE HAS CONFIRMATION OF THE IDENTITY OF TWO FRENCH DEAD WHO ARE JEAN FRANCOIS (AGED 45 FROM THE NORD DEPARTEMENT) AND CLAUDE ROBERT (AGED 37 FROM MAINE ET LOIRE). I UNDERSTAND WE SHALL VERY SHORTLY BE INSTRUCTED TO DELIVER APPROPRIATE MESSAGES.

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PETRIE

NNNN

Review of the Belgian Press

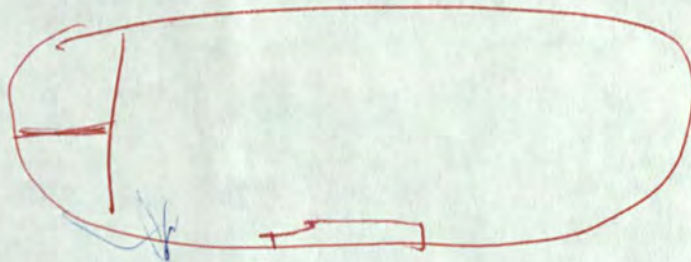
Thursday 30 May 1985

The tragedy at the Heysel overshadows all other news. Mrs Thatcher's statement last night is quoted in Gazet van Antwerpen, in La Cité (which mentions it in the course of an article about "Britain's shame"), Het Laatste Nieuws, La Meuse/La Lanterne and Le Rappel. Comments by Minister of the Interior C.F. Nothomb are in La Cité, Het Laatste Nieuws ("it is up to the organisers to assess how many forces of order are needed"), Le Soir ("we base ourselves entirely on assessments provided by the organisers"). La Dernière Heure devotes the whole of its front page to headlines and photos of the carnage. La Meuse/La Lanterne have a banner front-page headline "On behalf of our 400,000 readers we demand: chase the British for ever from our stadiums"; in the body of their article these papers agree also with complaints by indignant Italian supporters that the police were totally incompetent; but they add that the task of the police was virtually impossible in the face of "these savage hordes" - they truly behaved like animals. "Massacre" says the banner headline in La Cité followed by another title: "Dehors les Anglais!" over an article demanding that British clubs be excluded for a long time from international competitions - regardless of the fact that in Britain too there are many orderly, respectable supporters. The expulsion of British clubs seems to be the only way to ensure that no more people are killed on the stadiums. At the same time however the paper condemns those who did not see fit to install proper fencing and police forces between rival groups of supporters, also the fact that spectators were allowed in as early as 5 p.m.

Libre Belgique puts the blame for the tragedy on British supporters, whose gratuitous savagery and bestial hatred caused them to make an unprovoked attack on Italians. The authorities must now take serious measures, for it is intolerable that a city should find itself in a state of siege simply because a football match is taking place, that people should be killed, that the authorities should have to mobilise their police and medical services. But another headline in La Libre asks "Was it the Belgian authorities' fault?", over a report from London correspondent X. Goossens who lists the various measures already being considered by HMG to deal with football hooliganism and notes the stiff sentences being passed both in Britain and abroad. But it is a fact also that the imprisonment of British fans in Luxembourg some time ago has not proved a disincentive, and last night many British public figures feared that British clubs would now be excluded from European competitions. But Goossens also quotes comment last night by the Minister for Sport, Mr MacFarlane when he said he had sent repeated warnings to the UEFA, that ticket sales had not been properly controlled and rival groups of supporters inadequately segregated. "Are they all like that?" asks another Libre article on the theme that some British supporters are capable of anything but that they are a relatively marginal group and that there are many British law-abiding fans, some of whom were fraternising in Brussels with the Italians yesterday. Le Soir comments that, without prejudging the results of an official enquiry, Belgium has no reason to feel proud of what happened last night for it is clear that the measures taken were inadequate. It was clear to everyone that the massive presence of exuberant Italians in the fact of "British hordes" would prove an explosive mix. Gazet van Antwerpen too speaks of faulty organisation, saying it was a tremendous mistake not to have kept the British hooligans separate from Juventus supporters. The tragedy is "shameful for the organisation and for those responsible for keeping order", an elegy also for the sport itself. De Standaard admits that the trouble is usually caused by a relatively small nucleus of troublemakers, but it is one that is difficult to control. Clearly questions must be asked about the police forces in Brussels but it must be asked also if the time has not come to end European cup competitions - who after all this will be prepared to incur the risk of organising such matches? The decision to proceed with last night's game will also arouse questions, but it is possible that by going ahead, another even greater tragedy was avoided. In another article De Standaard criticises the "chaos" among the first aid services outside the stadium; it quotes a Brussels policeman as saying "It's partly our fault, we should not have let matters get this far".

C. Hubert comments in Dernière Heure that although clearly the "liverpool" and "imperial" were at the root of the tragedy, the "service d'ordre" too must bear some of the blame as there were virtually no police in the area when the British fans began to attack those standing to their right. It was the panic caused by the British invasion which caused the crowd to move towards the pitch and thus caused a wall to collapse. When the police did arrive in force, the harm had been done. Whenever confrontation is feared at a match, preventive measures are taken - in Rome last year there was a large no man's land between British and Italian supporters (a point made also in La Cité). In Brussels yesterday there was none of that, there were disastrous shortcomings in the forward planning. Laatste Nieuws says the real culprits are those who forged tickets to the game, since that is how rival fans came to be in the same section. Camps of Belang van Limburg says there can be no alibi for such violence, not even the excuse that violence is the only recourse of an aimless generation of young unemployed. Camps is wholly critical of the conduct of British supporters but points out that they are not the only ones to indulge in violence, that in Belgium too there has been serious trouble.

D. Heire, Volk/N.Gids and some other papers describe rowdyism, drinking and criminal acts by British but also by some Italian supporters in Brussels during the day. De Standaard reports that "hours before the match, supporters were fighting and pillaging". G.v. Antwerpen has a separate report on trouble caused by Britons yesterday in the coastal area.



LTC 685:30

ADVANCE COPY

ZZ FCO/DISTRESS

FLASH

1553

00 BRUSSELS

00 PARIS

00 BONN

GRS 180

Hd/WED
Hd/CONS. D.
Hd/C.R.D.
Hd/NEWS D.

RESTRICTED

FM ROME 301530Z MAY 85

TO FLASH FCO/DISTRESS

TELNO DISTRESS 60 OF 30 MAY 85

AND TO IMMEDIATE BRUSSELS, PARIS, BONN.

PS/Lady Young.
M. Duck Thomas
M. Jenkins
Dr. Barington
PS/N 010 ~~Downy St.~~
RC.

EUROPEAN CUP FINAL DISASTER.

1. FOLLOWING LAST NIGHT DISASTER AT BRUSSELS, POSTS IN ITALY HAVE BEEN INUNDATED WITH ABUSIVE AND THREATENING PHONE CALLS INCLUDING SOME DEATH THREATS. EXTRA SECURITY HAS BEEN REQUESTED AND RECEIVED HERE AND AT ALL OUR SUBORDINATE POSTS.
2. BOMB THREATS HAVE BEEN RECEIVED IN ROME AND MILAN WHICH RESULTED IN THE EVACUATION OF THE CONSULATE-GENERAL IN THE LATTER.
3. ITALIAN FEELINGS ARE RUNNING HIGH BUT DESPITE THIS AND THE ABOVE THE SITUATION IS GENERALLY CALM AT PRESENT.
4. WE ARE ADVISING BRITISH CITIZENS TO MAINTAIN A LOW PROFILE FOR AT LEAST THE NEXT 48 HOURS AND BRITISH AIRWAYS, PEGASUS, COSMOS AND THE ITALIAN TOURIST COMPANY (CIT) HAVE BEEN ADVISED ALONG THESE LINES. THEY WILL IN TURN INFORM THEIR RESPECTIVE UK OFFICES.
5. WILL YOU PLEASE INFORM INTERESTED PARTIES OF THE ABOVE SITUATION. YOU WILL APPRECIATE THAT WE CAN ONLY HOPE TO ADVISE THOSE ON ORGANISED TOURS, NOT THE MANY BRITISH TOURISTS FOLLOWING INDEPENDENT ITINERIES.

BRIDGES

NNNN



00 FCC

PP ROME

PP BRUSSELS

GRS 350

UNCLASSIFIED

FM UKDEL STRASBOURG 301330Z MAY 85

TO IMMEDIATE FCC

TELEGRAM NUMBER 113 OF 30 MAY

INFO PRIORITY ROME AND BRUSSELS

VIOLENCE AT EUROPEAN CUP FINAL: COUNCIL OF EUROPE ACTION

Hd/WED
 Hd/Conrad Jf
 Hd/CAD
 Hd/News D
 PS
 PS/Levy Lancy
 PS/M Luce
 PS/M Rosta
 PS/Pu
 Mr Deaf Thomas
 Mr Jenkins
 Chief Clerk
 Mr Cammings
 No 10 DS
 M Macfarlane Mnt & Sp
 DOE

1. FOLLOWING IS TEXT OF PRESS STATEMENT ISSUED JOINTLY BY THE PRESIDENT OF THE PARLIAMENTARY ASSEMBLY, THE SECRETARY-GENERAL AND THE CHAIRMAN OF THE MINISTERS' DEPUTIES.

BEGINS

MILLIONS OF EUROPEANS WHO WITNESSED THE TRAGIC SCENES AT LAST NIGHT'S EUROPEAN CUP FINAL MATCH IN BRUSSELS WILL HAVE SHARED OUR SENSE OF HORROR AND INDIGNATION AT THE INEXCUSABLE VIOLENCE WHICH HAS BROUGHT SHAME AND DISGRACE TO FOOTBALL AND MARRED WHAT SHOULD HAVE BEEN A HAPPY INTERNATIONAL EVENT.

OUR DEEPEST SYMPATHY GOES TO THE BEREAVED AND THE INJURED WHO ARE VICTIMS OF A CRIMINAL HOOLIGAN FRINGE WHICH HAS NOTHING TO DO WITH SPORT AND WHICH MUST BE EFFECTIVELY BARRED FROM SPORTS GROUNDS.

TO CURB SPECTATOR VIOLENCE WHICH HAS UNFORTUNATELY BECOME A EUROPE-WIDE PHENOMENON, THE COUNCIL OF EUROPE HAS DRAWN UP A SERIES OF MEASURES WHICH WILL ONLY BE FULLY EFFECTIVE IF THERE IS CONCERTED ACTION BY THE PUBLIC AUTHORITIES AND THE SPORTING BODIES. MEASURES ADVOCATED INCLUDE ADEQUATE POLICE RESOURCES IN AND AROUND GROUNDS, SEPARATION OF RIVAL SUPPORTERS AT MATCHES, CLOSE CONTROL OF TICKET SALES AND RESTRICTIONS ON THE SALE OF ALCOHOLIC BEVERAGES.

THE COUNCIL'S WORKING PARTY ON SPECTATOR VIOLENCE AT SPORTING EVENTS IS TO REVIEW THESE MEASURES TO STRENGTHEN THEM AS APPROPRIATE, AT ITS NEXT MEETING IN STRASBOURG ON JUNE 24 AND 25, AS REQUESTED BY THE ORGANISATION'S FOREIGN MINISTERS LAST APRIL.

EARLIER THIS MONTH EUROPEAN SPORTS MINISTERS SAID THEY WOULD WORK FOR IMPROVED CROWD SAFETY AND CROWD CONTROL WHILE ENSURING THAT MEASURES ADOPTED RECONCILED PUBLIC SAFETY WITH PUBLIC ORDER.

WHILE RECOGNISING THE NEED FOR TOUGH MEASURES TO COMBAT FOOTBALL HOOLIGANISM, THE COUNCIL OF EUROPE IS AWARE THAT RENEWED AND STRONG ACTION IS REQUIRED TO DEAL WITH THE ROOT CAUSES OF VIOLENCE IN MODERN SOCIETY WHICH ARE TO BE FOUND IN OTHER AREAS SUCH AS YOUTH UNEMPLOYMENT.

ENDS

2. IN ADDITION THE SECRETARY-GENERAL HAS SENT A TELEGRAM IN THE FOLLOWING TERMS TO ALL EUROPEAN MINISTERS RESPONSIBLE FOR SPORT:-

BEGINS

FOLLOWING THE TRAGIC EVENTS IN BRUSSELS WHICH HAVE SHOCKED AND HORRIFIED US ALL, I WOULD ASK YOU TO EXAMINE AS A MATTER OF UTMOST URGENCY, TOGETHER WITH THE APPROPRIATE NON-GOVERNMENTAL ORGANISATIONS, WAYS OF IMPLEMENTING THE IDEAS EXPRESSED AT THE RECENT INFORMAL MEETING OF EUROPEAN MINISTERS RESPONSIBLE FOR SPORT IN LISBON TO STAMP OUT THE VIOLENCE WHICH THREATENS THE VERY EXISTENCE OF CERTAIN MAJOR SPORTING EVENTS. FOR MY PART, I WILL WORK WITHIN THE COUNCIL OF EUROPE TO SPEED UP THE REVIEW OF SAFETY MEASURES IN SPORTS GROUNDS AND THE REVISION OF CURRENT GUIDELINES FOR DEALING WITH VIOLENCE AT SPORTING EVENTS WITH A VIEW TO STRENGTHENING THEM AS APPROPRIATE.

ENDS

LUSH

NNNN

SENT/RECD 301430Z STO/DRH

PP THE HAGUE

PP LUXEMBOURG

PP UKREP BRUSSELS

GRS 450

RESTRICTED

DESKBY 301630Z

FM PARIS 301600Z MAY 85

TO IMMEDIATE FCO

TELEGRAM NUMBER 452 OF 30 MAY 1985

INFO IMMEDIATE BRUSSELS, ROME PRIORITY OTHER EC POSTS

IMMEDIATE
ADVANCE COPY

No 10-35
M. MacFarlane,
Minister for Sport,
Dec

Hd/WED
Hd/Conrad D
Hd/CRD
Hd/News D
PS
PS/Cooy Young
PS/M. Luce
PS/M. Rosta
PS/P. W.
Mr. Derek Thomas
Mr. Jenkins
Chief Clerk
Mr. Barnaby

MY TELNO 451 : BRUSSELS FOOTBALL RIOTE

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PETRIE

cc MASTER

JO VC

c Jean Curves
LPC



10 DOWNING STREET

30 May 1985

From the Private Secretary

Dear Phil,

The Prime Minister met Mr. Macfarlane together with Mr. Luce and Mr. Shaw today to discuss the Government's response to last night's events at the European Cup Final in Brussels.

Messages to Heads of Government

It was agreed that messages of sympathy should be sent to the Prime Ministers of Belgium and Italy and texts of such messages were agreed. In addition, the Prime Minister proposed that the British Government should contribute £250,000 to whatever was the most appropriate disaster fund for the victims and their families. Since most of the casualties were Italian it was likely that the Italians would set up a fund, whether by central government or by, for example, the Mayor of Turin. Nevertheless, it was important to ensure that the Government's contribution was seen to cover the Belgian casualties and the text of the messages was amended to ensure that this was made clear.

Role of the Football Association

Mr. Macfarlane reported that UEFA were certain to carry out their own investigation of the previous night's events, which would probably show that the arrangements made by the Belgian authorities were deficient in many respects. These included, for example, the sale of tickets on the day which had led to the mixing of rival fans in one part of the ground. Nevertheless, it was also likely that they would decide on strong action against English clubs probably including a lengthy ban on English participation in European competition. The Prime Minister noted that in these circumstances it might be best for the Football Association itself to volunteer to withdraw English participation until such time as adequate measures had been taken to ensure that there was no possibility of a repetition of the scenes in Brussels. This was of course a decision which could only be taken by the Association itself together with the clubs concerned. Mr. Macfarlane said that senior officials of the Football Association were in Mexico for England's summer tour. A message should be sent to them suggesting their immediate return to consider what action the Football Association should take. That message should make it clear that public outrage required action from the Football

Association. I attach a copy of the message which was eventually agreed.

Legislative Position

The Prime Minister suggested that the provisions about alcohol in sports grounds which were to be incorporated into a bill in the next session on public order should be put into a self-standing bill to be introduced in the current session. It was agreed that this would be investigated as a matter of urgency. Drafting would need to be accelerated and the proposals cleared through H and L Committees. Passage of the bill this session would require the cooperation of the Opposition who would be sounded out once policy clearance for the bill was cleared.

The discussion then turned to whether withdrawal of passports could serve as a way of preventing hooligans from reaching overseas fixtures. Mr. Shaw pointed out that passports could be withdrawn only in very specific circumstances, none of which seemed relevant to the problem. The existence of the British Visitors Passport in any case limited the effectiveness of such a measure.

Police and Court Action

The Prime Minister said that ultimately it was essential for those perpetrating acts of violence at football matches to be apprehended and charged, and for appropriately severe sentences to be issued. She recognised the difficulty of identification but hoped that television film would be carefully scrutinised. Mr. Shaw said the police were in touch with their opposite numbers in Belgium and would be providing them with any assistance they needed in their inquiries. Mr. Macfarlane reported the view of the Chairman of Liverpool Football Club that Liverpool supporters had been infiltrated by the National Front. It was agreed that possible involvement by the National Front in soccer violence should be investigated further.

The Prime Minister feared there might be a tendency on the part of prosecuting authorities and courts abroad to take a lenient line, preferring to send offenders back to Britain at the earliest opportunity. It was noted that prosecutions could be brought in this country for offences committed abroad only in exceptional cases such as murder. Authorities might be more ready to prosecute if there was an understanding that those found guilty could be returned to Britain to serve any sentences. It was agreed that this should be investigated.

Eye Witness Reports

The Prime Minister said that she had already received a detailed eye witness account from Mr. Peter Bottomley who was present at the match. In addition she hoped to speak to a number of sports journalists who were present as well as to Mr. John Smith, the Chairman of Liverpool Football Club. Arrangements for this were in hand.

CONFIDENTIAL

3

I am sending a copy of this letter to Colin Budd (Foreign and Commonwealth Office), John Ballard (Department of the Environment), Nigel Pantling (Home Office), Steve Pike (Minister of State's Office, Home Office) and Peter Westmacott (Minister of State's Office, FCO).

Yours ever,

Tim

TIM FLESHER

Phil Dykins, Esq.,
Department of the Environment.

CONFIDENTIAL

DRAFT TELEGRAM FROM MR MACFARLANE TO MR MILLICHIP
OF THE FOOTBALL ASSOCIATION

I am sure that you appreciate the enormity of last night's events, the horror which everyone in the United Kingdom feels, and the strength of the demand for swift and decisive action. I know that you and the whole FA will share these feelings. I am sure that you and perhaps one or two other colleagues will wish to return immediately to the United Kingdom to consider these matters.

I understand that UEFA will be considering the future of English clubs' participation in European football and am sure that you and your colleagues will yourself^{ves} wish to review the actions that the FA should take.

I believe that you will also agree with the Prime Minister that the meeting planned for 21 June must now be brought forward because measures to combat football hooliganism before the start of next season have taken on an added urgency. The Prime Minister has asked that we find a much earlier date, and I am sure that you will wish to review immediately, in preparation for that meeting, your responses to some of the suggestions that were put to you. Perhaps you could let me know your plans as soon as possible and contact me when you are back. I have asked our Ambassador to deliver this message and he stands ready to help in any way.

TRANSCRIPT OF PRIME MINISTER'S STATEMENT TO PRESS

30 MAY 1985

PM: There are five things I would like to tell you about. The first is that we have sent a message to ^{the P.M. of Italy, Mr. Craxi, and to} the Prime Minister of Belgium, M. Martens stressing our horror and revulsion and saying that we feel certain that Signor Craxi, as the nation most affected, will set up a disaster fund and we believe that it will be the expectation and the hope of the British people that we should contribute to that and so we're making an immediate initial contribution of £250,000. We have also asked our Ambassador in Mexico to get in touch with Mr Millichip. We have to do it this way because it's still night there and he'll be able to do it most quickly because we feel that Mr Millichip, and perhaps one or two of his colleagues, will wish to return immediately in view of the enormity of last night's events. And our Ambassador will stand ready to help with any of the arrangements. So he will be going in at breakfast time in Mexico City. And the third thing, which as you know I had arranged a meeting with the Football Association on 21 June to discuss their responses to our previous meeting and suggestions and to decide precisely what should be done before the next season. I think that meeting must be brought forward now so that we can get things into action. As many of them before the next season and therefore I'm asking them if they'll bring it forward. Perhaps not next week but immediately in the following week. And the fourth thing I have asked if I could see John Smith. I think that he might wish immediately to get back to Liverpool with his team but at the moment he can I would like to see him myself and of course we can get him down here quickly. And also I've asked to see some of the football correspondents who saw what happened with their own eyes. And I heard one on BBC this morning who seemed to me to give a very very vivid account and I've asked a group of them if, when they return, maybe tonight or tomorrow morning, just as soon as they can, they'd come in so that I can talk to them about what happened and see if they have any fresh ideas. As you know, I've talked to Peter Bottomley and he's going round the hospitals this morning. And finally,

the Home Office make it very clear that the police will give every possible assistance from this end on these things, international cooperation matters, very much indeed.

Those are all the immediate things, can we go one at a time.

Q. Some Royal messages have been passed, have they Prime Minister?

PM: Yes, I believe that Her Majesty has sent a message. She goes obviously to the King and to the President.

Q: Are you satisfied that the Government is doing everything it can to stop this kind of violence?

PM: If you have any ideas that we're not pursuing please let us know. Everyone wants the same thing. Football used to be our national game. It was renowned for its sportsmanship. There are some people who are upsetting the whole thing. Everyone wants to get those before the courts and stiff sentences. But you and I know that in our courts you've got to get evidence against each and every one that stands up in a court of law. Now that is why it is so important to get good television cameras, I'm not only talking about television for transmission I'm talking about total observation of football crowds, so that you can identify people and get the evidence. And that is one of the proposals which we think should have maximum priority and be right at the top of finance because you've got to get evidence in our courts. Now I watched last night, I watched what people said, I felt exactly the same. I wish we could get those responsible, I wish we could get them before a court and stiff sentences so that they stop anyone else in their tracks/ ^{from doing this.} Now that's what we want to do because we want to make - it's a wonderful game again for people to go and watch. The question is how. And you've got the two things - you've got that terrible thing at Bradford, you've got the safety, the safety from terrible things like that. You've also got the safety from football hooliganism. If there's anything that we're not following up please let us know. But the police are having maximum cooperation with the Football Association. We making Divisions 3 and 4 come

under the safety regulations. If anyone has any other ideas they will be followed up because, if you can imagine how the whole of football feels, if you can only play a major game with mounted police and police all round the ground, that's not the football we know and it's not the football we're proud of.

Q: Would you support a ban on British football going to Europe?

PM: I think that the European Football Association UEFA will obviously/^{be}considering what to do and I am certain that Mr Millichip and the Football Association themselves will wish to consider immediately whether the Football Association should take any initiatives. I think we're all - it isn't that we're numb, we're worse than numb. We witnessed that agony and, if I might say so, it's even worse after nearly 24 hours than it was when we saw it because the full enormity is coming home as we saw those scenes on television. Everything, but everything, must be done. But in the end it comes to getting hold of the perpetrators of these terrible things. That requires action by the Football Association, if need be it requires any fresh legislation. You get the full cooperation of the police and it requires the full cooperation of the people in the clubs because they know who are their supporters, they know who are not. We will be acting on every single way and I felt so much for what some people were saying on the television last night as they were commenting on it because I felt my blood was boiling too.

Q: Last night, there was some confusion about who was responsible. Is there really any doubt now that it was the Liverpool supporters?

PM: There is an inquiry on. We must leave it to that inquiry. We must leave it to the eye witnesses. We must cross-examine almost all the eye witnesses who were there and get full information as to who were the culprits responsible. And it seems from what we saw that citizens from this country were in considerable measure responsible and I don't think there's any getting out of that. And I know just how the people in Italy and Belgium will be feeling about that.

4

Because I know how we would be feeling if it were the other way round. And that's why we've tried to say not only are we deeply concerned and we feel very much for the agony that those people are suffering but we wanted to give some earnest of how we felt and that's why we make available immediately a quarter of a million for the disaster fund. But please any other fresh ideas, everything will be considered.

Q: Have you personally spoken to Ministers in Brussels and Italy?

PM: Peter Bottomley was on the telephone to me last night and he was very active indeed and then he telephoned me at about half midnight after everything was quiet. He is going round the hospitals this morning and I think Mr Smith is also. I've not spoken to Mr Smith myself, Neil Macfarlane has spoken to Mr Smith and I have the greatest respect for Mr Smith. You know he is very very helpful in his advice about the problems of football in this country and I will see him when he returns. But I will be the first to understand if immediately he'll want to go to Liverpool with his team and then I will see him later.

Q: Did you feel there were shortcomings in the arrangements made by the Belgium authorities yesterday?

PM: As you know the Minister for Sport was very very worried because we have an agreement with UEFA about precise rules and regulations and disciplines which must be followed scrupulously and Neil Macfarlane heard that, felt that there might be trouble and therefore did utter a warning. Now there will be an inquiry and it's not for me to come to conclusions. We all know what we saw but I think we must wait for precise conclusions of the inquiry.

Q: How serious a blow has this been for Britain's reputation abroad?

PM: A very serious blow indeed. And our people feel it. Everyone feels it. And this might make it easier to get through any changes that we need or I hope if there's any evidence against particular people that people will come

forward with that evidence because it's the thugs that are destroying football. It's not the families who want to go. The families are afraid to go with the thugs there. It's the thugs. And if anyone has any evidence I hope they will come forward.

Q: Will the Popplewell inquiry extend to this latest...?

PM: I think that the Popplewell inquiry is for matches held here on grounds here. Obviously there may well be certain factors in common but there are the two things which Mr Justice Popplewell will inquire into. That is safety against the natural disasters against the fire and the precautions which had to be taken there. And the safety against football hooliganism which as we have seen can be every bit as damaging in terms of life and don't forget there are a lot of people injured as well as those who've lost their lives. And I think there'll be certain common factors. But I think we must concentrate on this country and on cleaning up football. After all if we clean it up here and we come to identify the thugs and make certain that they can come neither to our football grounds nor to those overseas then we really will have got to the root of the problem.

Q: Will you go to Brussels yourself?

PM: I do not think there is any point in going to Brussels myself. They will have to get their inquiries going and I imagine that, not only in Brussels but I imagine that the UEFA will also have to get their own inquiries going. We stand ready to help with those inquiries in any way and the police will give every possible assistance.

Q: Now that Mr Millichip is being contacted in Mexico, do you think that the England team will return from their tour as a suitable measure?

PM: I am contacting Mr Millichip because I feel certain that he and some of his colleagues in the Football Association will wish to return and consider immediately what action they propose to take. I hope that I will see Mr Millichip when he returns.



10 DOWNING STREET

THE PRIME MINISTER

30 May 1985

file 16
cc Aro
JOE (Spn)
HO
TSY

**PRIME MINISTER'S
PERSONAL MESSAGE**
SERIAL NO. T98/85

My dear Prime Minister

No words can adequately express the horror and revulsion which I and millions of British people felt at the scenes of violence which we witnessed at last night's European Cup Final in Brussels. These terrible events have brought shame on those responsible and on their country. They should never have happened. On behalf of Her Majesty's Government I should like to express my deepest sympathy to the families of the Belgian victims.

I have sent a message to the Italian Prime Minister expressing the hope that a disaster fund will be set up to help the families of all the victims and stating that we are making available immediately £250,000 as an initial contribution.

Yours sincerely

Raymond Barber

His Excellency Monsieur Wilfried Martens.

160



10 DOWNING STREET

THE PRIME MINISTER

PRIME MINISTER'S 30 May 1985
PERSONAL MESSAGE
SERIAL No. T99/85

file KRo
cc to
DOZ (part)
Ho
Tsy

My dear Prime Minister,

No words can adequately express the horror and revulsion which I and millions of British people felt at the scenes of violence which we witnessed at last night's European Cup Final in Brussels. These terrible events have brought shame and disgrace on those responsible and on their country. They should never have happened. On behalf of Her Majesty's Government I should like to express my deepest sympathy to the families of all the victims. I feel certain you will be setting up a disaster fund for those families. I know it would be the desire and expectation of the British people that we should contribute to it. I am immediately making available £250,000 as an initial contribution.

Yours sincerely
Margaret Thatcher

His Excellency Onorevole Bettino Craxi.

KRo

DEPARTMENT/SERIES <i>PREM 19</i> PIECE/ITEM <i>1527</i> (one piece/item number)	Date and sign
Extract/Item details: <i>Messages sent by HM The Queen, 30 May 1985</i>	
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DRAFT TELEGRAM FROM MR MACFARLANE TO MR MILLICHIP
OF THE FOOTBALL ASSOCIATION

I am sure that you appreciate the enormity of last night's events, the horror which everyone in the United Kingdom feels, and the strength of the demand for swift and decisive action. I know that you and the whole FA will share these feelings. I am sure that you and perhaps one or two other colleagues will wish to return immediately to the United Kingdom to consider these matters.

I understand that UEFA will be considering the future of English clubs' participation in European football and am sure that you and your colleagues will yourself wish to review the actions that the FA should take.

I believe that you will also agree with the Prime Minister that the meeting planned for 21 June must now be brought forward because measures to combat football hooliganism before the start of next season have taken on an added urgency. The Prime Minister has asked that we find a much earlier date, and I am sure that you will wish to review immediately, in preparation for that meeting, your responses to some of the suggestions that were put to you. Perhaps you could let me know your plans as soon as possible and contact me when you are back. I have asked our Ambassador to deliver this message and he stands ready to help in any way.

BRUFO 004/30

ZZ FCO

OO ROME

OO UKREP

GRS 300

CONFIDENTIAL

FM BRUSSELS 300915Z MAY 85

TO FLASH FCO

TELEGRAM NUMBER 152 OF 30 MAY 85

INFO IMMEDIATE ROME UKREP BRUSSELS

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PS (2)
PS / Leahy
PS / Harcourt
PS / W. R. ...
PS / PUS
Chief ...
W. ...
W. ...

H/W ...
CND
Cans ...
News ...



MY TELNO 150: FOOTBALL: LIVERPOOL V JUVENTUS

no 10 DS

1. THE BRITISH POLICE AND FOOTBALL AUTHORITIES WILL NO DOUBT BE DRAWING UP AN ASSESSMENT OF THE ADEQUACY OF BELGIAN MEASURES TO MAINTAIN ORDER. THEY WERE IN CLOSE TOUCH WITH THE BELGIAN ORGANISERS AND POLICE BEFORE AND DURING THE MATCH AND TO OUR KNOWLEDGE HAD NOT EXPRESSED DISSATISFACTION WITH BELGIAN PREPARATIONS (SEE MY TELNO 146) HOWEVER OUR INITIAL ASSESSMENT, SHARED BY MANY BELGIANS AND ITALIANS PRESENT, IS THAT IN THE EVENTS THERE WERE DEFICIENCIES. SUPPORTERS ENTERING THE STADIUM WERE NOT SEARCHED FOR POTENTIAL MISSILES, STEWARDS SEEMED ILL-TRAINED AND ABOVE ALL THERE WERE INSUFFICIENT POLICE IN THE STADIUM SEPARATING LIVERPOOL AND JUVENTUS SUPPORTERS. THE TERRACES AT ONE END WERE RESERVED FOR JUVENTUS BUT AT THE OTHER END RIVAL SUPPORTERS WERE SEPARATED ON THE TERRACE BY A RELATIVELY FRAGILE BARRIER. WHEN THE SERIOUS DISTURBANCE BEGAN POLICE SEEMED CONFUSED AND UNCERTAIN WHAT ACTION TO TAKE.
2. THE BELGIAN AUTHORITIES HAVE CLEARLY BEEN STUNG BY CRITICISMS ON THESE POINTS, ESPECIALLY FROM SOME ITALIAN SUPPORTERS, AND ARE DOING ALL THEY CAN TO DEMONSTRATE THAT REASONABLE PRECAUTIONS WERE TAKEN AND THAT THE VIOLENCE OF THE BRITISH SUPPORTERS SO LONG BEFORE EVEN THE START OF THE MATCH COULD NOT REASONABLY HAVE BEEN PREDICTED. THE BELGIAN MEDIA, WHILE EMPHASIZING THE GENERAL FEELING OF HORROR AT THE TRAGEDY AND INDIGNATION AT THE BEHAVIOUR OF SOME BRITISH SUPPORTERS, HAVE GIVEN CONSIDERABLE COVERAGE TO CRITICISMS BEING MADE OF THE ORGANISATION OF THE MATCH AND THE SECURITY ARRANGEMENTS.
3. IN VIEW OF THE VERY CLOSE CONSULTATIONS WHICH TOOK PLACE BETWEEN THE RELEVANT BRITISH AND BELGIAN AUTHORITIES, AND THE GRAVITY OF THE TRAGEDY WHICH OCCURRED, ANY BRITISH OFFICIAL CRITICISM OF BELGIAN PRECAUTIONS WOULD OF COURSE BE STRONGLY RESENTED.

JACKSON:

GRS 310,

UNCLASSIFIED
FM BRUSSELS 300815Z MAY 85
TO FLASH FCO
TELEGRAM NUMBER 151 OF 30 MAY 85
INFO IMMEDIATE ROME UKREP BRUSSELS

MY TELNO 150: FOOTBALL: LIVERPOOL V JUVENTUS

1. ACCORDING TO PRESS REPORTS HERE, KING BAUDOUIN HAS TELEPHONED PRESIDENT PERTINI EXPRESSING QUOTE CONSTERNATION AND SOLIDARITY UNQUOTE. THE KING IS SAID TO HAVE EXPRESSED HIS REGRET THAT THE BELGIAN POLICE DID NOT SUCCEED IN PREVENTING THE TRAGEDY.

2. ACCORDING TO THE BELGA NEWS AGENCY PRIME MINISTER MARTENS SENT THE FOLLOWING TELEGRAM TO CRAXI AND SCALFARO:

QUOTE DEEPLY DISTRESSED AND INDIGNANT AT THE OUTBURST OF VIOLENCE PROVOKED BY BRITISH SUPPORTERS WHO CAUSED THE DEATH OF SEVERAL OF YOUR CITIZENS, I PRESENT MY DEEP CONDOLENCES AND ASK YOU TO COMMUNICATE THEM TO THE FAMILIES SEVERELY AFFECTED BY THE TRAGIC EVENTS. THE BELGIAN PEOPLE AND GOVERNMENT SHARE THIS EMOTION AND ASSOCIATE THEMSELVES WITH THE GRIEF OF ITALIAN FAMILIES IN MOURNING UNQUOTE

3. A SEPARATE AND LONGER BELGIAN GOVERNMENT STATEMENT, AFTER EXPRESSING CONDOLENCES WITH THE VICTIMS, SAYS THAT WHAT SHOULD HAVE BEEN A SPORTING OCCASION HAD BEEN TRANSFORMED INTO AN ATROCIOUS DRAMA BY SOME HUNDREDS OF HOOLIGANS. PRECAUTIONARY MEASURES HAD BEEN TAKEN IN CONSULTATION WITH THE ORGANISERS AND POLICE. IN VIEW OF ASSUMED RISKS AND PAST EXPERIENCE AN IMPORTANT POLICE DEPLOYMENT HAD BEEN UNDERTAKEN, WITH MORE THAN 1000 MEN. THE UNSPEAKABLE OUTBURST OF VIOLENCE BY BRITISH SUPPORTERS BEFORE THE START OF THE MATCH, AND THE OUTCOME OF THE PANIC WHICH FOLLOWED, LEAD THE BELGIAN GOVERNMENT TO QUESTION VERY SERIOUSLY WHETHER IT WOULD BE RIGHT TO AUTHORISE THE ORGANISATION OF MATCHES IN WHICH BRITISH SUPPORTERS WERE PARTICIPATING. THE BELGIAN AUTHORITIES WOULD CONSULT UEFA AND

/THE BELGIAN

THE BELGIAN FOOTBALL UNION ON THE LESSONS TO BE DRAWN FROM THESE
DRAMATIC EVENTS. THE DECISION TO GO AHEAD WITH THE MATCH DESPITE
THE TRAGEDY WAS TAKEN TO AVOID THE RISK OF INCIDENTS WHICH MIGHT
HAVE BEEN CAUSED BY THE IMMEDIATE EVACUATION OF THE STADIUM.

JACKSON

LIMITED

WED

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CONS D

NEWS D

Ps

Ps | LADY YOUNG

Ps | MR LUCE

Ps | PUS

MR DEREK THOMAS

MR JENKINS

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FM BRUSSELS 300025Z MAY 85

TO FLASH FCO

TELEGRAM NUMBER 150 OF 30 MAY 85

INFO IMMEDIATE ROME



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JENKINS

Nº 10 J.S.

ADVANCE COPY

FOOTBALL : LIVERPOOL V JUVENTUS

1. THE LATEST INFORMATION WE HAVE FROM THE BELGIAN POLICE IS THAT 42 DIED, OF THE 36 IDENTIFIED NONE ARE BRITISH. BODIES HAVE BEEN TAKEN TO THE MILITARY HOSPITAL. NAMES OF THE DEAD HAVE NOT YET BEEN REVEALED. THERE ARE SOME 275 WOUNDED DISTRIBUTED AMONG MOST OF THE HOSPITALS IN BRUSSELS. DETAILS OF BRITISH WOUNDED ARE BEING TELEPHONED TO THE RESIDENT CLERK AND RELATIVES AS WE RECEIVE THEM, BUT THE OVERWHELMING MAJORITY OF THE SERIOUSLY WOUNDED ARE ITALIAN. THE POLICE HAVE TOLD US THAT 17 FANS HAVE BEEN ARRESTED, BUT THEY HAVE NOT YET GIVEN US DETAILS.

2. THE BELGIAN MEDIA PUT THE MAIN BLAME FOR THE TRAGEDY SQUARELY ON THE BRITISH SUPPORTERS, BUT THE TONE OF COMMENT IS ON THE WHOLE SORROWFUL RATHER THAN ANGRY AND QUESTIONS ARE BEING ASKED ABOUT THE ADEQUACY OF POLICE PRECAUTIONS. IN INTERVIEWS INTERIOR MINISTER NOTHOMB HAS SAID THE BELGIANS FEARED VIOLENCE FROM BRITISH SUPPORTERS AND TOOK PRECAUTIONS, IN CONSULTATION WITH EUFAFA, OTHER POLICE FORCES, TRAVEL COMPANIES ETC, BUT THEY HAD NOT ANTICIPATED THE SEVERITY OF THE VIOLENCE WITNESSED. HE SAID HE HAD BEEN PLEASED TO HEAR THE PRIME MINISTER'S STATEMENT OF REGRET. THE MAYOR OF BRUSSELS HAS BEEN REPORTED AS ACCEPTING HIS RESPONSIBILITY FOR ENSURING ORDER AT THE STADIUM. THERE WILL NO DOUBT BE AN INTENSIVE POST MORTEM ON POLICE MEASURES, BUT THE OVERWHELMING IMPRESSION LEFT WITH THE BELGIAN PUBLIC IS OF SCENES, SHOWN REPEATEDLY ON TELEVISION, OF LIVERPOOL SUPPORTERS THROWING MISSILES ETC AND OF THE DEAD AND WOUNDED.

3. WHEN THE TRAGEDY OCCURED WE CONVEYED THE PRIME MINISTER'S CONCERN TO THE FOREIGN AND INTERIOR MINISTRIES AND THE CHIEF

CONCERNING THE FOREIGN AND INTERIOR MINISTRIES AND THE CHIEF
OF THE GENDARMERIE AND OUR READINESS TO COOPERATE IN DEALING
WITH IT. THE PRIME MINISTER'S PUBLIC STATEMENT HAS BEEN WELL
REPORTED AND WILL HAVE DONE SOMETHING TO ASSUAGE THE ANTI-
BRITISH SENTIMENT WHICH INEVITABLY HAS BEEN AROUSED, DEMONSTRATED
EG IN NUMEROUS INDIGNANT TELEPHONE CALLS. MR PETER BOTTOMLEY,
WHO WAS IN BRUSSELS ON EC BUSINESS HAS VISITED SEVERAL HOSPITALS
AND I HAVE GIVEN A TELEVISION INTERVIEW ECHOING THE PRIME MINISTER'S
PUBLIC COMMENTS. HOWEVER, AMONG OTHER STEPS WHICH MAY BE
CONSIDERED AT THE MEETING LATER THIS MORNING IN LONDON I WOULD
RECOMMEND AN EARLY MESSAGE FROM THE PRIME MINISTER TO MR MARTENS
(AND SUBJECT TO ROME'S VIEW TO MR CRAXI).

PLEASE ADVANCE TO RESIDENT CLERK
P/S MR LUCE
NO. 10
HEAD OF CONSULAR DEPT

JACKSON

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ms

10 DOWNING STREET

Prime Minister ②

Mr Hector Laing wants to offer the view that revulsion in the country at events in Brussels was such that you should make a Prime Ministerial broadcast. This should address the ill of society which lie behind soccer hooliganism.

This sounds more like some of the Bishops would wish to develop. The difficulty would be to come forward at the same time with convincing solutions.

AT

30/5



cc Mr. Taylor
Mr. Yates
Mr. Webber
Mr. Hilary
Mr. Belfall
Mr. Mower
Mr. Coleman
PS to the Prime Minister
PS to Mr. Macfarlane

cc H.B.
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

29th May 1985

ms
Pine Mint
OK 31/5

Dear Tony

You will recall that when you met the Prime Minister on 16th May to discuss football hooliganism, you suggested that community policing teams should travel with supporters to away matches.

I understand that throughout the 1983/84 season the Hampshire Constabulary did send a team of local officers to each away match played by Portsmouth. That team has a hard core group of violent supporters (known as the 657 Club) and the presence of local Hampshire officers enabled members of this group to be identified and effective preventive action to be taken.

My officials have discussed this practice with the Association of Chief Police Officers and they accept that the practice has merit when the number of supporters involved is relatively small and where, as at Portsmouth, the trouble-makers form a cohesive group. Where large numbers of fans are involved, and this can run into thousands, it is often just not possible for local officers to know, much less be able to identify in a crowd, more than a handful of the known trouble-makers. The question of whether to adopt this practice has been left to the discretion of individual chief constables and I am sure that this is the right course.

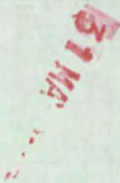
If you have information about potential hooligan groups I would be pleased to take it up with the relevant forces.

Yours
Giles

(GILES SHAW)

Tony Banks Esq., M.P.

HOME AFFAIRS: Hooliganism: Pt 2.



The Prime Minister has been following the television reports and shares what will be the universal horror at the scenes shown.

She has said:

"Those responsible have brought shame and disgrace to their country and to football."

Mark Addison

The FA Rule Changes
to be proposed at AGM
on 28th of May.

Options ~~and~~ ^{is} ~~are~~ feasible and sensible for the FA. Option 1 is meaningless to ~~a lawyer but the FA has~~ its own disciplinary tribunal and if they feel it imposes a stricter duty on clubs then that is fine.

Option 3 is clearly too weak.

You should be aware of the tension between DofA & FFA. The latter suspect that the DofA/Sport is too weak because it is almost in the pocket of the FA. This is to some extent nonsense.

Final comment tomorrow.
Hartley.

Prime Minister (2)

This FA defers the decision on

THE FOOTBALL ASSOCIATION LIMITED

we change way of course with before last week's events in Brussels.

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

General Secretary:
E.A. CROKER



Mon 3/6
Phone: 01-262 4542/402 7151
Telex: 261110

16 LANCASTER GATE, LONDON W2 3LW

Our Ref: FAM/JKY/877 Your Ref: 28th May, 1985.

The Rt. Hon. Leon Brittan, QC, MP.,
Home Secretary,
50 Queen Anne's Gate,
London, SW1H 9AT.

cd P.S. to Mr Macfarlane
Mr Pike
Mr Belfall
Mr Mave

Dear Home Secretary,

I thank you for your letter dated 23rd May, which I have only been able to deal with today, after our Council Meeting this morning and our Annual General Meeting this afternoon.

Reference was made at the Annual General Meeting of your support for Mr. McMullen's proposal. The proposal of Mr. Mackay was withdrawn. Mr. Dunnett's proposal was passed by a substantial majority.

I have already discussed with Mr. Dunnett the heavy onus upon a club to show that it has taken effective steps in every way to avoid crowd disturbances. At the conclusion of the meeting, speaking to the press who were present, it was emphasised that the adoption of Mr. Dunnett's proposal was not a show of weakness. Conversely, and despite your views, I believe that it gives us greater power over clubs. The principle of Natural Justice demands that a club should be able to defend itself, but in the light of recent experiences that is indeed a very heavy responsibility.

I would confirm to you, if that be necessary, the determination of The Football Association to do all it can to prevent misconduct by spectators.

Yours sincerely,
P.J. Smith
F.A. Millichip
Chairman

(Dictated by Mr. Millichip and signed in his absence)

-3 JUN 1985

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8 9 4

KZATC

MR. BOOTH

FOOTBALL/POLICE CHARGES

Thank you for your minute of 23 May, following up the letter from Neil Macfarlane to the Prime Minister of 21 May.

I think, before we put the balance sheet into the Prime Minister, we need to ensure that the figures presented relate to those we have already had from DOE. We had a word about this yesterday. In particular, I think it needs to be made clear whether we are talking about both the English and Scottish leagues and why the receipts from television seem to be lower than we were earlier told. I also note from the figures relating to the Pools Promoters Association, that the funding for the Football Trusts amounts to £6.3 million, compared with the figure we have been using of £7 million. Why, too, is the sum paid for fixture listings £4.2 million, and not £5½ million?

I should be very grateful if you would pursue this with the DOE next week, so that we can put in a note to the Prime Minister which will link up properly with the earlier figures she has been quoting.

MARK ADDISON

24 May 1985



QUEEN ANNE'S GATE LONDON SW1H 9AT

23 May 1985

NBPM

file.

cc H. Booth

Dear Mr Millichip,

At the Prime Minister's meeting on 1 April, the FA and the Football League agreed to take a number of steps to combat violence at football matches, including an urgent re-examination of the FA rules governing discipline and the responsibilities of clubs, with a view to changing and strengthening them. You agreed to look in particular at the possibility of removing the reference to "all reasonable precautions". Subsequently Neil Macfarlane and I met you and Ted Croker on 18 April to discuss the point further.

Neil Macfarlane and I have now seen the amendments tabled for discussion at your AGM next week. I understand that you would like the Government's views. We give these in full recognition that decisions about your rules must be for you and thus our comments represent our best advice.

Of the three amendments proposed, that in the names of Mr McMullen and Mr Secker would meet admirably the points made at the Prime Minister's meeting, and in our view is greatly to be preferred. The amendment in the names of Mr Mackay and Mr Smith would delete the reference to "reasonable precautions" in the heading, but leave it in where it appears in the text. This does not in our view go far enough. The amendment in the names of Mr Dunnett and Mr Wiseman would provide clubs with a specific defence in paragraph II, which, as I explained at our meeting on 18 April, we regard as unnecessary and as weakening the effect of the Rule.

Our strong preference would therefore be for the amendment in the names of Mr McMullen and Mr Secker. I know that there may be some uneasiness about the fact that this amendment does not provide a specific defence for clubs which are the subject of proceedings under the Rule, but we do not regard this concern as well founded. As I pointed out at our meeting on 18 April the absence of a specific defence does not mean that clubs will be unable to defend themselves. They will still be able to argue their case, both as to whether they have been guilty of misconduct, in the terms set out in paragraph II of the McMullen/Secker amendment, and, if found guilty, in mitigation of penalty.

Neil Macfarlane and I hope very much that the McMullen/Secker amendment will be accepted. Its adoption would confirm and demonstrate the FA's determination to do all you can to prevent misconduct by spectators and others attending matches. Conversely, I believe that its rejection would be seen by the public, rightly or wrongly, as indicating that the FA is faltering in its determination to take a strong line in combatting violence and disorder at football matches.

Sincerely
F A Millichip

F A Millichip, Esq

Football file.

PRIME MINISTER

23 May 1985

FOOTBALL/POLICE CHARGES

Following your meeting with MPs in the Commons when they made a complaint that too much money is charged by the police for their work at football matches, you will see from the note from Neil MacFarlane that police charges are relatively small.

In fact, Police charges under Section 15(1) of the Police Act 1964 are:

1. agreed as a standard rate by clubs and police at the beginning of the season;
2. for only a fraction of actual police time.

The Police Act allows the Clubs the extraordinary power to decide how many police are needed at a match - even though the police may know better. It is not practical to alter this, but Clubs get their police at bargain prices.

Hartley Booth.

HARTLEY BOOTH



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

My ref:

Your ref:

Dear Leon:

21 May 1985

I enclose a copy of the three possible amendments to their rule concerning spectator disorder which the Football Association (FA) is to consider at its AGM on 28 May. This document has been given informally to my officials by the General Secretary of the FA who said that we should be asked to comment formally in due course; but time is getting short and I feel that we should write now. Since you hosted our recent meeting about this point with the FA, you may agree that it would be more appropriate for you to write, and I attach a draft.

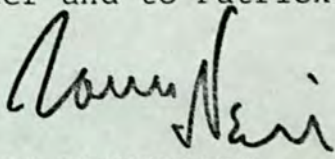
Mr Croker is optimistic that amendment 1 will be accepted; it merely deletes the heading "Reasonable Precautions to be Taken" from the rule. In doing so, it removes the limitation of reasonableness from clubs' general responsibility for the conduct of their players, officials, spectators and supporters, and applies it only to their responsibility to prevent supporters and spectators from encroaching onto the pitch.

Here, of course, it is less of a problem; if a club has not installed adequate perimeter fencing, then it has not taken "all reasonable precautions". We might well, therefore, be able to live with this amendment. Amendment 2, however, would give us precisely what we are seeking. It sets out clubs' responsibilities for ensuring order far more explicitly, and states that any club which fails effectively to discharge this responsibility is guilty of misconduct.

Mr Croker is less optimistic that this amendment will be accepted. But if either 1 or 2 is accepted, he expects 3 to be withdrawn. This amendment sets out clubs' responsibilities in the same form as amendment 2, but provides a defence for clubs which can show that disorder was the result of circumstances beyond its control, and that it had used "all due diligence" in attempting to meet its responsibility. This is clearly unacceptable, only shifting the burden of proof in comparison with the current rule.

We must obviously make clear that decisions are properly for the FA and that the Government can only offer advice. I am sure, however, that we should put our view on record now - the AGM is only three working days away - since this is a main plank of the agreement reached on 1 April.

I am copying this to the Prime Minister and to Patrick Jenkin.


NEIL MACFARLANE

DRAFT LETTER FOR THE HOME SECRETARY TO SEND TO F A MILLICHIP ESQ,
CHAIRMAN, THE FOOTBALL ASSOCIATION, 16 LANCASTER GATE, LONDON W2 3LW

I have now seen the 3 possible amendments to your New Rule to be considered by your AGM. Neil Macfarlane and I have looked at these closely, and I understand that you would like the Government's views. We give these in full recognition that decisions about your rule must be for you, and thus our comments represent our best advice.

Of the 3 proposals, the second obviously reflects most clearly the agreement which you and the Football League reached with the Government during your meeting with the Prime Minister on 1 April. We therefore welcome this proposal. The first amendment would also meet that agreement; but, in our view, it would make clubs' responsibilities less clear and less explicit.

I have to say, however, that the third possible amendment, whilst clarifying clubs' responsibilities, seems to us rather less than we were all looking for at the end of the No 10 meeting. I was, therefore, surprised and disappointed that it was proposed by Jack Dunnett who, as President of the Football League, was party to that agreement. I realise that some of your members are concerned that natural justice must have effect. I can only repeat my advice that in reaching decisions your Commission^{or} will weigh natural justice, and that it is unnecessary for a specific defence to be written into your rules. We believe that this weakens their effect and raises doubts in the minds of those who sit on your Commission of Inquiry.

New Rule 24

A M E N D M E N T S

PROPOSAL BY MR. L.A.M. MACKAY
SECONDED BY MR. H.R. SMITH

①

PROPOSED ALTERATION TO AMENDMENT

Delete the heading "Reasonable Precautions to be Taken".

PROPOSAL BY MR. A.D. McMULLEN
SECONDED BY MR. W. SECKER

PROPOSED ALTERATION TO AMENDMENT

②

Delete the heading "Reasonable Precautions to be Taken".

Delete Sections (i), (ii), (iii) and (iv) and insert the following as Sections (I) (a) and (b) and (II):-

(I) Every Association and Club shall be responsible for ensuring:

- (a) that its directors, players, officials, employees, spectators and all persons purporting to be its supporters or followers conduct themselves in an orderly fashion and refrain from violent, threatening, abusive, obscene or provocative behaviour, conduct or language whilst attending at a match in which it is involved, whether on its own ground or elsewhere;
- (b) that no spectators or unauthorised persons are permitted to encroach on to the pitch area or to throw missiles, bottles or other potentially harmful or dangerous objects at or on to the pitch. Clubs are expected to provide a private way for players and officials from playing ground to dressing room wherever this is practicable.

PROPOSED ALTERATION TO AMENDMENT

(II) Any Association or Club which fails effectively to discharge its said responsibility in any respect whatsoever shall be guilty of misconduct and liable to be dealt with thereof.

Sections (v) (vi) and (vii) become Sections III, IV and V.

PROPOSAL BY MR. J.J. DUNNETT
SECONDED BY MR. J.F. WISEMAN

PROPOSED ALTERATION TO AMENDMENT

3

Delete the heading "Reasonable Precautions to be Taken".

Delete Sections (i), (ii), (iii) and (iv) and insert the following as Sections I (a) and (b) and (II):-

- (I) Every Association and Club shall be responsible for ensuring:
- (a) that its directors, players, officials, employees, spectators and all persons purporting to be its supporters or followers conduct themselves in an orderly fashion and refrain from violent, threatening abusive, obscene or provocative behaviour, conduct or language whilst attending at a match in which it is involved, whether on its own ground or elsewhere;
 - (b) that no spectators or unauthorised persons are permitted to encroach on to the pitch area or to throw missiles, bottles or other potentially harmful or dangerous objects at or on to the pitch. Clubs are expected to provide a private way for players and officials from playing ground to dressing room wherever this is practicable.

PROPOSED ALTERATION TO AMENDMENT CONT'D/....

- (II) Any Association or Club which fails effectively to discharge its said responsibility in any respect whatsoever shall be guilty of misconduct and liable to be dealt with therefor, save that it shall be a defence if it can show that all events, incidents or occurrences complained of were the result of circumstances over which it had no control AND that its responsible officers or agents had used all due diligence to ensure that its said responsibility was discharged.

Sections (vi), (vii) and (viii) will become Sections III, IV and V.

R. B.

Joe R. C. White

0 11 12 1
5 6 7 8 9 4 3 2

21 MAY 1985

lett Booth



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

The Prime Minister
10 Downing Street
London
SW1

My ref:

Your ref:

21 May 1985

Dear Prime Minister,

FOOTBALL'S BALANCE SHEET

During discussion with the Chairman of the Football Trust (FT) and the Football Grounds Improvement Trust (FGIT) last Wednesday you asked for a note of football's income and expenditure. This is attached, together with a note on the pools (from the PPA). The information has been checked with the Football League.

I would add only 2 comments at this stage, as this is an input to our developing policy considerations. Firstly, you were rightly concerned about transfer fees. These are not shown here, as they are payments within the game, but you should know that fees have fallen in recent years from a total of £28m in 1980 to £18m in 1985. The market is more realistic now and governed by League regulations approved by the Office of Fair Trading. Secondly, there is one mechanism by which the larger, richer clubs help the poorer. The League collects a 4% levy on the net income from attendances and distribute this equally amongst the 92 clubs. In practice, this means that the smaller clubs derive some benefit from the high gates enjoyed by those at the top of the League.

I shall be probing these figures further within my Working Group. The current position on funding of safety improvements in Divisions 3 and 4 is that I have put a proposal to the Chief Secretary; I met the Football Association and League privately on Friday last to ask them to consider what contribution they will make; and I will be talking to the Pools Promoters in Liverpool tomorrow. I shall, of course, keep you and colleagues in touch with developments.

I am copying this letter to Patrick Jenkin, Leon Brittan, Peter Rees, Giles Shaw, Allan Stewart, John Stradling-Thomas and Nicholas Scott.

Yours,

PP NEIL MACFARLANE
(Approved by the Minister and signed in his absence)

BALANCE SHEET: FOOTBALL LEAGUE

<u>INCOME</u> (£m)		<u>EXPENDITURE</u> (£m)	
Gross gates (League matches)	44.5	Gross wages to players	30
/ <u>Division 1 - 24</u>		/ <u>Division 1 - 13</u>	
2 - 13		2 - 8	
3 - 5		3 - 5	
4 - 2.57		4 - 47	
Cup competitions - Milk (League)	6	VAT	12
- FA	10	/ <u>£7.5m on gates</u>	
Television	4	Police charges	2.5
/ <u>League 3.1; FA 0.5; and clubs'</u>		Administration/overheads	45
<u>own deals</u>			
/ <u>2.3m divided by 92</u>			
Pools (copyright)	4.2		
/ <u>Net - 25% goes to Scottish</u>			
<u>League</u>			
Police charges (from Football Trust)	1		
Bookmakers fees	0.25		
/ <u>@ £50 per shop</u>			
Sundry foreign pools	0.25		
Ancillary deals, general and specific to clubs	20		
/ <u>perimeter and shirt advertising,</u>			
<u>Canon, lotteries, etc</u>			
	<hr/> <hr/> 90.2		<hr/> <hr/> 89.5

Where the money goes:

		£
Total stakes received for year to 31st July 1984		473,331,500
Amount paid out to winners		<u>123,628,930</u>
		349,702,570
Running costs of conducting the pools (Includes field expenses, commissions to collectors, staff wages, all general overheads)		<u>127,639,710</u>
		222,062,860
Paid for use of fixture lists:		
	Royalties	VAT
	£	£
Football League	4,237,845	635,677
Football Assoc.	349,623	52,443
Other Leagues	<u>84,865</u>	<u>12,730</u>
	4,672,333	700,850
	
		<u>5,373,183</u>
		216,689,677
		<u>15,523,790</u>
Profit taken by Pool Promoters *		201,165,887
Remainder = Amount of Pool Betting Duty paid		<u><u>201,165,887</u></u>

* NOTE: Of the £m 15.5 profit some £m 12.1 relates to the British season. This may be compared with the P.P.A's contributions to football in the year ended 31.7.84:-

For use of fixture lists (excluding VAT)	£ 4,672,333
To the Football Trust from Spotting-the-Ball	<u>6,329,937</u>
Total	<u><u>11,002,270</u></u>

This total is confidently expected to exceed £12m in the ensuing 12 months.

22 MAY 1985

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10 DOWNING STREET

From the Private Secretary

21 May 1985

Dear Phil

Report from Football Association on Membership Cards

Your Minister's letter of 17 May enclosed a copy of the FA report. The Prime Minister considers that, for the present, it will be best if Mr Macfarlane carried forward the discussions with the Association. She would particularly like the question of membership cards in the context of overseas matches to be addressed.

I should be grateful if you would keep us informed of developments.

I am copying this letter to John Ballard (HM Treasury), Jon Sibson (Home Office), Gerard Hetherington (Scottish Office), Alistair Harrison (Foreign and Commonwealth Office) and Tony Poulter (Department of Transport).

res
Mark Addison

Mark Addison

Phil Dykins Esq
Department of the Environment

JAC



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

My ref:
Your ref:

The Prime Minister
10 Downing Street
LONDON
SW1

17 May 1985

Dear Prime Minister,

I mentioned to you on Wednesday, when we met Morys Aberdare and Tom Wharton, that the Football Association had sent me a paper on membership card systems, as they had been asked to do when you met them on 1 April; I also mentioned that, on a cursory examination, the paper seemed to have some shortcomings.

/ I know you will want to see the paper, so I am attaching a copy. Having now read it closely, I am confirmed in my view that it is not satisfactory. I would have expected the FA to research and then describe in detail how a national scheme might work, perhaps with the collaboration of a potential manufacturer; the report admits that such a scheme is not impossible. They would then have been able to set out clearly the advantages and disadvantages, and reach a judgement in the light of that analysis. They have not done this. They have not looked closely at any of the existing schemes run by individual clubs; they have not considered at all the overseas matters. I fear that their failure to adopt a sufficiently analytical approach may be due to their approaching the task with insufficiently open minds.

If you agree, I will discuss the issue with the Association. We do not want to tell them their business; but we should expect a more thorough and convincing analysis of an option which continues to be advocated by many people. In the meantime, you may want to write to them yourself, warning them we would like more work done. I personally believe that a card scheme for our matches on the continent may be essential - and I think the world of football agrees.

/ I attach a draft for you to consider. As Mr Croker is the FA's Secretary, the letter might alternatively be sent by Robin Butler.

I am copying this letter to Patrick Jenkin, Giles Shaw, Allan Stewart, Tim Renton and David Mitchell.

(PWS)

(VANS)

(HO)

(50)

Yours,

NEIL MACFARLANE

(Approved by the Minister and signed in his absence)

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/376

Your Ref:

14th May 1985.

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

Dear Neil,

Further to our previous correspondence and discussions about crowd problems, we were requested in the letter from the Prime Minister dated 4th April, to report back to you about a Membership Card System. We have now investigated this possibility and submit herewith our report.

You will see that it is the unanimous opinion of those within football with whom we have discussed this subject, that a national scheme will be totally impracticable.

I have just received confirmation from Mr. Anderton, the Chief Constable of Manchester, that the Association of Chief Police Officers have also discussed this possibility in depth and have reached exactly the same conclusion that we have.

We are continuing our investigations on the other points that were raised at our meeting with the Prime Minister and your colleagues and will report back on these in due course.

Yours sincerely,

E.A. croker
General Secretary

IDENTITY CARDS FOR FOOTBALL SPECTATORS

A REPORT TO THE PRIME MINISTER

At their meeting with The Prime Minister and colleagues held on 1st April, 1985, the football authorities were asked to consider a number of issues connected with misconduct among football supporters. The Prime Minister attached particular importance to the consideration of proposals which had been put forward for the introduction of a national Identity Card system for those wishing to attend football matches. She asked the football authorities to give the matter urgent attention and to report back to her on the subject within six weeks. This document constitutes that report.

We have approached the subject from three angles:

- 1 The practicalities involved
- 2 The desirability of such a scheme in the purely practical terms of whether or not it would produce better behaviour.
- 3 The effect on football of such a scheme.

1 PRACTICALITIES

The Football Association and The Football League have received much correspondence over the years from members of the public advocating the introduction of a national Identity Card system. The fact that so many people have privately and independently conceived of the same solution to the hooligan problem has led both The Football Association and The Football League to give careful consideration to these proposals.

More recently, a number of companies have made approaches, offering to supply identity cards, in some cases accompanied by sophisticated checking systems. The football authorities have looked carefully at all of these proposals and have met representatives from some of the companies. Demonstrations have been arranged at Lancaster Gate. A list of the 19 companies who have approached The FA is appended. (Appendix A)

In assessing the various proposals, the football authorities have been mindful of the following considerations:

- 1 Where, when and by whom would cards be issued? At football grounds, police stations, or from a central office? Would a card be issued as a one-off, for a period or for an indefinite length of time?
- 2 Could supporters write for cards, or would they be required to make personal application?
- 3 Would cards carry a photograph and would supporters need to prove identity before issue? Would the issuing authority have the right to refuse to issue a card, and under what circumstances?
- 4 What information would be carried on the card? Name and address, age, sex, etc?
- 5 Would cards be applicable to all matches, or could a selective system be applied?
- 6 Who would pay for the costs of establishing the system and on-going costs? Would the card-holder be expected to pay a subscription and/or administration fee?
- 7 What would be the legal and practical implications of refusing entry into a ground to a non-card holder? Who would bear the cost of the extra police required to supervise turnstiles?
- 8 Under what circumstances might a card be confiscated? Would the police have the power to search for and remove cards from football supporters - or ordinary citizens - apprehended away from a football ground? Who would decide whether an offence was football related?
- 9 Could a system be evolved to prevent supporters whose cards had been removed from re-applying under a false name?
- 10 How many cards would need to be produced? A recent survey by Target Group Index (Appendix B) has indicated that as many as 5.7m people attend at least one football match of some description during the course of the season.
- 11 Would the system be operated by the football authorities, by the police or by the company providing the service? Would one company or more be involved?

- 12 Should admission to football matches be by identity card only? If so, cards would have to be issued not only to spectators, but also to Directors, Executive Box guests, Officials, Stewards, Referees and Linesmen, Players, Press, Photographers, TV and Radio Personnel.
- If this were considered unreasonable, an agreed list of exceptions would require compilation.
- 13 Which matches would the system apply to? Proponents of such schemes clearly intend matches in the Canon League to be included, together, no doubt, with games in the FA Cup and Milk Cup. But what is intended in relation to International matches, club games against foreign sides, matches overseas, reserve and youth team matches?
- 14 How far down the pyramid of football should the scheme extend? There are 40,000 clubs registered with The Football Association. Only 92 take part in the Canon League - and 4 of these are Welsh. If a scheme was to apply only to Football League clubs, how would it deal with the common situation of a match in the FA Cup involving one team from The Football League and another from outside it?

2 WOULD IDENTITY CARDS PRODUCE BETTER BEHAVIOUR?

The introduction of a universal Identity Card system will only show benefits in terms of improved behaviour if the potential miscreant is likely to be caught, if his card can then be removed and if it is then impossible for him to obtain a new card by other means.

It is the contention of the football authorities that the scale of the effort which would be required to police an Identity Card scheme would be enormous in terms of the likely return.

The practical considerations listed above give, in our view, a clear indication of the problems involved. A scheme that fudged any of these important issues would undoubtedly lead to abuses and to widespread contempt among those whose behaviour it aimed to control.

There is also the very real possibility that the need to check people entering football grounds would produce irritation, leading to misbehaviour from a wider section of football supporters than those currently likely to cause trouble and to confrontations with the police which might attract politically motivated elements from outside the game. Potential trouble-makers refused entry to a ground might be tempted to cause disturbances in the vicinity, thus deflecting police manpower away from the ground.

While these might be seen as short-term drawbacks to be tolerated in the interest of finding a long-term solution to a difficult problem, there is the strong possibility, as we shall examine in the next section, of permanent damage being done to the game of football in the meantime. There is also absolutely no guarantee that the hooligan will not go and perpetrate his misdeeds elsewhere.

3 THE EFFECT ON FOOTBALL

It seems possible that the technology exists to establish a nationwide Identity Card system. Given sufficient finance and manpower, it is possible that such a system could be made to function. We do not believe, as a result, that there would be a significant improvement in behaviour. We are convinced, however, that the short-term effects of the introduction of compulsory identity cards would lead to long-term damage for the game of association football.

If we examine the statistics of football attendance, we find evidence that something less than half of the people attending Canon League matches on any one Saturday are regular supporters of the staging club. With aggregate attendances running at 400,000+, this means that little more than 200,000 spectators per Saturday are regular attenders. As clubs play at home once every two weeks, we may assume that there are some 400,000 committed supporters. If the Target Group Index survey is to be believed, that leaves some 5.3m people who are not regular supporters of a Football League club, but who do, at some point during the season, go and see a football match. Travelling support may be fairly assessed at around 50,000 per week - an estimate based on an average of 1,000 per Canon League match. As this is the section of football followers from which a high proportion of trouble-makers come, then for every hooligan we attempt to control through an identity card, there must be at least 100 well-behaved supporters and for every committed fan, there are more than 14 "casuals."

It is our contention that forcing all supporters to go through the process of obtaining identity cards would alienate a very substantial proportion of the well-behaved and non-committed.

It should also be noted here that many clubs now derive much needed income from spectators from overseas. Arsenal, for example, are visited at each home match by more than 1,000 fans from Scandinavia, and there is no evidence of misconduct involving these supporters.

Many supporters who would applaud any measures taken to rid the game of the damage inflicted upon it by a minority of spectators would nevertheless not register because of philosophical objections to divulging personal information which might find its way onto a circularised computer list.

Many companies providing substantial sums to clubs through the hire of Executive Boxes would be reluctant to continue an association with the game if their guests, who vary from match to match, were required to obtain cards.

SUMMARY

Football is beset by the problem of hooliganism and the football authorities are committed to giving open-minded consideration to any ideas aimed at providing a solution.

Many clubs have already instituted or considered instituting limited membership schemes for their supporters, often at some expense to the clubs concerned, and the football authorities fully support their efforts. Many grounds already have family and/or season-ticket enclosures. It is a certainty that this trend will continue. Some clubs, with a higher than average percentage of regular support, may become "Members only."

It may be that clubs will be able to secure dispensation from any future all-fencing measures by ensuring that certain sections of grounds are reserved for card-carrying members.

The football authorities and the clubs, however, are convinced that a nationwide Identity Card system would do little to solve the underlying problems manifested through football hooliganism and that its introduction could well have a seriously adverse effect on association football as a spectator sport.

A meeting was recently held between The Football Association, The Football League and the following clubs: Arsenal, Chelsea, Derby County, Leeds United, Leicester City, Luton Town, Manchester United and Millwall. Those present at the meeting unanimously concurred with all of the opinions stated above.

E A CROKER

GENERAL SECRETARY
FOOTBALL ASSOCIATION

13 May 1985

APPENDIX A

Companies approaching The Football Association
with identity card proposals:

Essex Business Forms

Time & Data Systems International Ltd

Tann Synchrome

Panda Press

Sperry

Knowles Micro Systems

Guardian Card Systems Ltd

De La Rue General Services Ltd

Holcon Monitoring Systems

Vanguard Securities

Polaroid (UK) Ltd

Print Lamination Plastics Ltd

Falcon Computer Bureau Ltd

Business Mail Data Services Ltd

Wotherdown Ltd

Colour Activated Transillumination Systems Ltd

Petra Promotions

Wooton Jeffreys

TMC Communications (UK) Ltd

APPENDIX B

So who says soccer is losing out?

A RECENT survey by Target Group Index, the national research company, suggests that there are none so far out of step as the soccer 'knockers'.

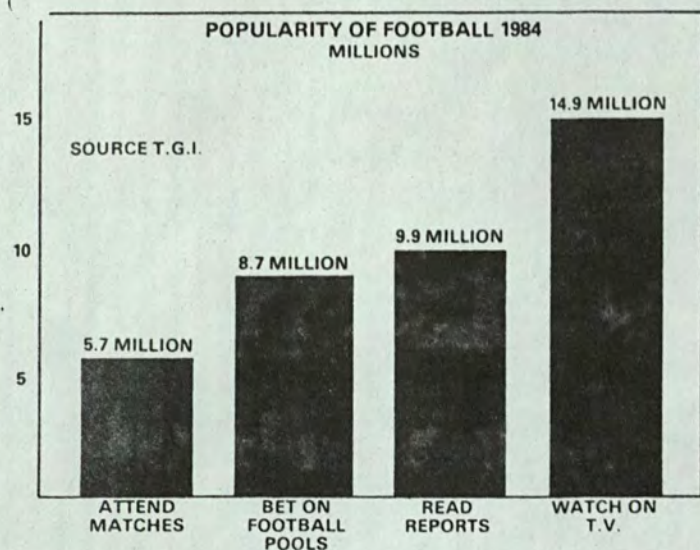
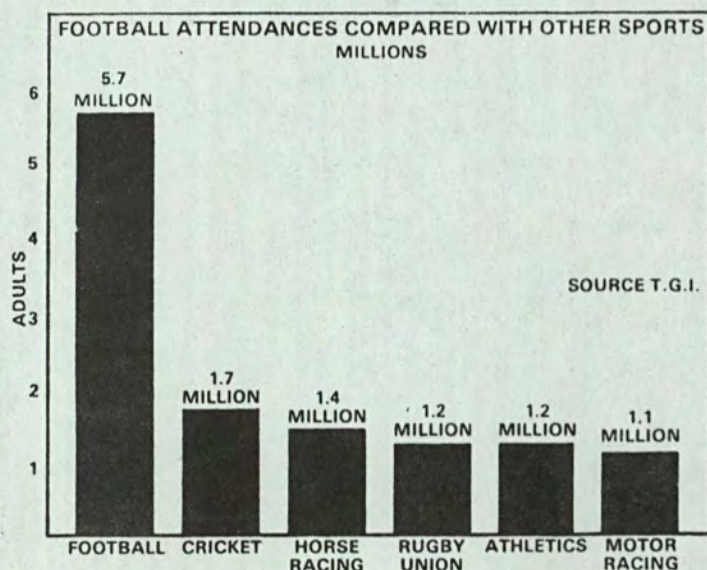
Using attendances as the yardstick, T.G.I. discovered that 5.7 million adults will watch a football match compared with its nearest rival cricket with 1.7 million. With over 20 million Canon League and Milk Cup attendances last season, many spectators obviously attend regularly.

T.G.I. then turned their attention to soccer itself. Including recorded matches, 14.9 million watched it on television, 9.9 million read reports, 8.7 million bet on football pools and 5.7 million attend all types of football matches.

That's not all. The average attendance of 22,468 in the First Division of the Canon League for 1983-84 was exceeded in the First Divisions of the leading European countries only by Italy and Spain.

Spain	33,205
Italy	32,215
England	22,468
West Germany	21,070
Scotland	11,140
France	10,152
Belgium	9,945
Holland	8,996
Switzerland	5,820

First Division attendances this season, up to the end of January, showed an increase of 12 per cent and Milk Cup figures, excluding the semi-finals, were up by four per cent to an average of 10,300 per match.





10 DOWNING STREET

VC
cc Hartley Booth.
cc MASTER SET

From the Private Secretary

17 May 1985

Dear Phil

The Prime Minister yesterday met Jim Lester, MP, Tom Pendry, MP, Tony Banks, MP and John Carlisle, MP, from the All Party Committee on Sport, to discuss football hooliganism. The Minister for Sport and Mr. Shaw attended the meeting. Mr. Hartley Booth was also present.

Mr. Lester said the Committee welcomed the opportunity for a meeting with the Prime Minister to discuss football hooliganism. He asked his colleagues to set out their concerns.

Mr. Pendry thought the idea of a membership card system would help a great deal in combating hooliganism. He believed opposition to the idea stemmed from a lack of recognition of the opportunities modern technology offered. He favoured the experimental introduction of a scheme in a few clubs to demonstrate its potential. He also believed that supporters clubs should have more status and authority. They had a vital role to play in policing a membership card system. On alcohol, he stressed the importance of ensuring that new legislation did not prevent clubs generating income through the provision of drinks in executive and directors' boxes.

The Prime Minister noted that there were differing views about the viability and effectiveness of a membership card system. She hoped that Mr. Pendry would put his views forcefully to the football authorities since they did not at present favour such a scheme. She commented on the effectiveness of the system adopted by some Scottish clubs where travel to overseas matches was organised through making membership of the appropriate travel club a requirement.

Mr. Banks noted that Ken Bates had sent a note to Neil Macfarlane on combating hooliganism which he hoped would be considered carefully. He accepted that the problem of hooliganism had become more serious in recent years and he believed the Government was justified in asking that steps should be taken to put matters right. But the Government also had a duty to contribute to the cost; the game at present contributed enormous funds to the Exchequer.

✓

Mr. Banks said he believed that some hooliganism was organised. Combating this kind of organised violence require specialised police supervision. There was a need for community policing teams to travel with supporters to away matches to help the local police identify interlopers. Mr. Shaw thought this idea was worth considering further.

Mr. Carlisle also emphasised the costs of bringing grounds up to standard. The Government had a duty to contribute. There was a need, too, to be particularly careful about the safety implications of erecting perimeter fences.

The Prime Minister noted the green code was clear that perimeter fences should only be erected where this could be done safely, and, in particular, where the arrangements for leaving the stands were up to standard.

Mr. Lester proposed that legislation should be introduced to reduce the betting levy by half a per cent. Sixty per cent of the extra funds then available might come to the clubs, with the pools promoters holding on to the rest.

The Prime Minister, picking up the points made earlier in discussion, said that the game as a whole had considerable resources. The Football Trust received £7 million annually from the Spot the Ball Competition. About half of this went to FGIT. FGIT in 1984 had £3.3 million surplus, because there had not been enough call from clubs for help. The surplus had been paid out through retrospectively increasing the proportion of cost met by the Trust from 60-75 per cent. A further £5½ million was available to the clubs through their provision of fixture lists to the pools promoters. TV income, too, was substantial.

The Prime Minister noted that the key point was to ensure all the resources available were put towards securing the required ground improvements. Not all the necessary work might be completed by the beginning of the new season, and in the interim limits on attendance at grounds, or in stands, might be needed. She noted that it might not be a wise use of resources to improve those stands which were rarely used to capacity. It could be necessary for some fixtures to be moved instead. So far as combating hooliganism was concerned, the Prime Minister appreciated the vital work done by the Football Trust, and emphasised the importance of increased CCTV coverage. The work of FGIT too was crucial. She had the previous day met Lord Aberdare, the Chairman of the Football Turst, and Tom Walton, Chairman of FGIT. They were cooperating fully with the Minister for Sport's working group.

In conclusion, the Prime Minister said it was important that the Government should not take over responsibility for running the game, nor for deciding in detail where the resources should be directed. But it was Government's responsibility to set up the basic safety and crowd control

guidelines within which all those involved in the game should work.

I am copying this letter to Steve Pike (Mr. Shaw's Office).

Y er

Mark Addison

MARK ADDISON

Phil Dykins, Esq.,
Department of the Environment.

PRIME MINISTER

Report from Football Association on Membership Cards

As you know the FA have now submitted their report to Neil Macfarlane. The Minister for Sport has sent you a copy (Flag A) under cover of his letter (Flag B).

For six weeks' work, it is a pretty puny effort. It does not even deal with the particular point about overseas matches which the FA were asked to address themselves to. As you know, it is not clear how much mileage there could really be in a membership card scheme within the UK: the system seems more likely to be effective in controlling hooliganism in matches abroad.

At this stage, it seems sensible to leave Neil Macfarlane to argue the toss with the FA.

Content to leave the Minister of Sport to pursue the matter with Mr Croker?

Yes mb

Duty Clerk

pp Mark Addison

17 May 1985

BACKGROUND FOOTBALL FINANCE

Just a reminder:-

i) £7m a year goes from the Pools' promoters to the Football Trust - 20 per cent of the turnover of the 'Spot the Ball' competition. 54 per cent of that goes to the Football Ground Improvement Trust for ground improvements at football league clubs.

ii) £3.3m was distributed retrospectively from the Football Ground Improvement Trust in 1984, thereby raising the grand percentage from 60 - 75 percent. Bradford received £13,000 of this: compared with Manchester City, a well provided club, which received £92,000.

iii) £5½m a year is received direct from Pools promoters as payment for copyright on the fixture list without which the pools could not operate. This is distributed equally amongst the Football League and Scottish League clubs.

iv) £3½m is received from television: this is also distributed amongst the clubs.

Timothy Flesher

17 May 1985

PRIME MINISTER

MEETING WITH JIM LESTER AND THE ALL PARTY SPORTS
COMMITTEE AT 1600 ON THURSDAY, 16 MAY

Mr Lester arranged this meeting before the Bradford fire on Saturday, to discuss football hooliganism. He will be bringing with him Mr Pendry, Mr Banks and Mr Carlisle.

Attached below is the briefing folder for today's meeting with Lord Aberdare which covers the main points Mr Lester and his colleagues are likely to make, and provides a line to take. Additionally, at Flag G is a note from the Home Office which largely covers ground you are fully familiar with, though you will wish to look at paras 9-15 which bring the note up to date. Para 10, in particular, refers to the White Paper on Public Order which is to be published tomorrow.

You will be able to report on your meeting with the Football Trust and the Football Grounds Improvement Trust chairmen today. The meeting was a highly constructive one, and Neil Macfarlane has set up a working group including representatives from the Trusts, the Sports Council, the Pools promoters and the football authorities to consider the work which needs to be done to ensure all football grounds are safe.

The Home Secretary's Statement made clear that uncertified sports stadia generally would be visited by chief fire officers, who would be reporting to their respective local authorities.

You may wish to seek the views of the committee on the membership card issue and discuss with them their ideas more generally for combating hooliganism.

Mark Addison

Mark Addison

15 May 1985



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

15 May 1985

Dear Mr. Addison,

FOOTBALL HOOLIGANISM

... I attach a brief, to which the Department of the Environment has contributed, for the Prime Minister's meeting tomorrow with Mr Lester, Mr Pendry, Mr Banks and Mr Carlisle.

Before the end of the month the Home Secretary will be reporting to the Prime Minister on the progress he has made on all the points for him arising from the meeting with the football authorities on 1 April, and the preceding Ministerial meetings.

I am copying this letter and enclosures to Philip Dykins at the Department of the Environment.

Your sincerely

S.J. Pike

S J PIKE

Private Secretary

Mark Addison Esq

G
E.R.

MEETING ON 16 MAY BETWEEN THE PRIME MINISTER AND MR JOHN CARLISLE MP:
MR TOM PENDRY MP: MR JIM LESTER MP AND MR TONY BANKS MP

BRIEF

The Prime Minister's meeting of 1 April 1985

At the Prime Minister's meeting with representatives of the Football Association and the Football League on 1 April it was agreed that the Football Association would:

- (1) re-examine urgently the FA rules governing discipline and responsibilities of clubs, with a view to changing and strengthening them. The Association and the League would look in particular at the possibility of removing the reference to "all reasonable precautions";
- (2) accelerate the introduction of CCTV especially at grounds where problem matches may be played;
- (3) ensure that perimeter fencing is in place and effective in the grounds;
- (4) investigate a practical scheme of membership cards for Football League, FA and European/International matches, in discussion with UEFA as necessary.
- (5) introduce more restrictions on the issue of tickets for problem matches (which should be ticket only);
- (6) encourage more and better family enclosures at League grounds;
- (7) deal severely with any bad example set to supporters by players' behaviour on the pitch.
- (8) in advance of the legislation which the Government proposes the Association would take action under their powers to deal with the problem of alcohol at matches.

2. For its part the Government proposed to take action in the following way:

- (1) Legislation would be introduced to control the sale of alcohol at grounds, and on transport to grounds, along lines that have been successful in Scotland. The powers would be used selectively.
- (2) Under the Safety of Sports Grounds Act, designation would be extended to clubs in Divisions 3 and 4 of the Football League, initially to grounds with a record of violence and the guidelines in the Green Code would be reviewed.
- (3) A White Paper would be published shortly on the Government's conclusions following the Public Order Review and the proposals for legislation in the autumn. Some of the new provisions would assist in preventing and controlling football hooliganism.
- (4) The Home Secretary would be discussing with the police what improvements can be made to their effectiveness in dealing with football violence, particularly in obtaining evidence to bring more serious charges, where appropriate.
- (5) The Home Secretary is encouraging magistrates to make full use of their powers, including detention and attendance centre sentences and bail conditions forbidding attendance at matches; and is drawing attention to the Court of Appeal guidelines on sentencing violent offenders.
- (6) For matches abroad the Government would consult other Governments about publicising better and perhaps strengthening last year's Council of Europe recommendation on football violence. The Government would consider what further help could be given in passing on details of troublemakers abroad. The Government would study whether arrangements can be made for people convicted of offences overseas to serve their sentences in this country and seek to discourage travel agents from setting up special schemes in the case of problem matches.

ACTION TO BE TAKEN BY FOOTBALL AUTHORITIES

Proposed rule change

3 The FA will be debating, at its AGM later this month, a number of amendments to their rules. The most important of these are those affecting clubs' responsibilities in the event of violence. The FA were asked at the meeting with the Prime Minister on 1 April to consider ways of strengthening their rules in this area.

4 The major question that the FA will be considering is whether they can remove from their rules the line of defence currently available to clubs, that they had taken "all reasonable precautions" against outbreaks of violence. FA have obtained an opinion from their own Counsel that to remove this defence would be contrary to the rules of natural justice. When the Chairman and Secretary met the Home Secretary on 18 April, however, he said that he did not agree, and that natural justice should apply to the implementation of this rule, rather than to the rule itself; at the same time he made it clear that the final decision was for the FA itself. It is likely that, before the AGM, the Government will write to the FA repeating this advice, and stressing that the preferred solution would be to remove the defence - in effect to impose absolute liability on the clubs. This approach will be resisted by the clubs' representatives in the FA.

Membership cards

- 5 The FA were asked on 1 April to consider the possibility of introducing a membership card system to all League clubs, and to report back to the Government within 6 weeks.
- 6 A report from Mr Croker has just been received. There has not been time yet to consider it in detail; it appears, however, to rule out the possibility of a national scheme, but to suggest that some clubs might individually be able to introduce membership schemes covering all or part of their grounds.

Crowd control measures - perimeter fencing

- 7 Following the Bradford fire, the question has been raised several times (including in the House) whether the erection of perimeter fencing as a crowd control measure at a number of grounds should be reconsidered. The suggestion is that many more people would have died if access to the pitch at Bradford had been restricted.
- 8 The Home Secretary's response was that perimeter fencing would not be allowed by the certifying authority if it prevented rapid evacuation of areas of the ground. More specifically, the Green Code (which will in future apply to all League Clubs, except for those with capacity below 10,000) includes a requirement that stands should be capable of evacuation in 2½ minutes; if perimeter fencing made this impossible, it would not be allowed.

connection the use of CCTV cameras and the public order surveillance van with which the Home Office has been experimenting. An evaluation report on the van will be circulated to chief constables before next season so that forces can decide whether to buy such vehicles themselves.

12. Chief constables have also decided to develop a co-ordinated scheme for the collection and dissemination of information relating to disorder at football matches. After every League or Football Association Cup game (whether or not disorder occurs) the police will compile a comprehensive report covering all aspects of the game including offences committed and the travelling arrangements of the fans. This report would be filed locally and a copy sent to the chief constable of the area of the visiting team. This will enable each force to build up a comprehensive dossier, which is continually updated, on all aspects of their local team's behaviour and will be a valuable aid when planning the policing of major football events.

The powers of the courts

13. In his speech to the Plymouth Magistrates on 29 March, the Home Secretary encouraged the use of attendance centres as a particularly appropriate sentence for football hooliganism and also reminded them that they could in appropriate cases impose conditions of bail requiring the accused not to attend matches or to report to the police on Saturday afternoons. Ministers will lose no opportunity to emphasise this point whenever they meet or address magistrates on future occasions.

The Bradford Fire and the Disturbances at Birmingham City on 11 May

14. Following the tragic fire at the Bradford City football ground on 11 May and the serious disturbances at Birmingham City the same day the Home Secretary announced that an inquiry into operation of the Safety of Sports Grounds Act 1975 would be carried out by Mr Justice Popplewell, who was also being asked to recommend what further steps

E.R.

should be taken to improve both crowd safety and crowd control at sports grounds - a copy of the Home Secretary's statement is attached. It was also made clear that the Government would welcome any interim report which Mr Justice Popplewell might wish to submit. The Home Secretary also announced that the Government would take steps to designate all Third and Fourth Division clubs as soon as possible, and would also encourage Chief Fire Officers to undertake the inspection of undesignated grounds within their areas. As he made clear, the measures announced by the Home Secretary were additional to those announced on 1 April. The earlier programme of measures (as set out in paras 1 and 2 above) goes ahead with renewed urgency.

15. Mr Justice Popplewell's enquiry will also consider the position of stadia other than football grounds and will also review the guidance given in the "Guide to Safety at Sports Grounds" booklet. In addition the informal inspections of stadia by Chief Fire Officers referred to above will cover all grounds which meet the statutory definition of sports stadia (with accommodation for spectators which wholly or substantially surrounds the area used for the activities taking place) regardless of the type of sport being played.

GOVERNMENT ACTION

Legislative intentions

9. Within the next week or so the Home Secretary will be putting to Ministerial colleagues his proposals on the control of alcohol at grounds, or on transport to grounds, on the basis of the Scottish legislation. It is intended that these proposals should be enacted through the Public Order Bill next session.

White Paper on Public Order

10. The White Paper will be published on Thursday. In addition to repeating the commitment to legislate on alcohol, it will include a number of proposals relating to the control of assemblies in the open air which will apply to football crowds as well as to other forms of assembly. Where the police reasonably apprehend serious public disorder (including serious damage to property), serious disruption to the life of the community or the coercion of individuals, they will be able to impose conditions on the location, numbers and duration of the assembly. So far as football crowds are concerned these additional powers will essentially be reserve powers to be exercised only at the end of a period of negotiation between the police and the football authorities. In practice, an indication that the police might have to use their power to impose a condition (eg on the number attending) a particular match if it took place on a certain day (such as a Bank Holiday), or at a certain time, would be a powerful incentive to the football authorities to re-arrange it, since they would not wish to lose the revenue from large numbers of spectators. Accordingly, given the commercial considerations, these proposals would greatly strengthen the position of the police in negotiating with clubs about match arrangements.

Policing aspects

11. The Home Office has discussed with the police how their effectiveness in dealing with football hooliganism can be increased, and in particular how evidence can be obtained to enable the police to bring more serious charges, where this is appropriate. The police fully accept the need to bring more serious charges whenever they have the evidence to do so. They regard as particularly important in this



CL MASTER SET

10 DOWNING STREET

From the Private Secretary

15 May 1985

Dear Phil

The Prime Minister, accompanied by the Minister for Sport and Mr. Shaw, today met Lord Aberdare, Chairman of the Football Trust, and Mr. Tom Wharton, Chairman of the Football Grounds Improvement Trust. Mr. David Teasdale and Mr. Hartley Booth were also present.

The Prime Minister thanked Lord Aberdare and Mr. Wharton for everything the Football Trust and the Football Grounds Improvement Trust had already done to combat hooliganism and to improve ground safety. The Bradford tragedy had added a fresh importance and urgency to their work, and to the meeting, and the Prime Minister hoped the Trusts would play a major part in securing the changes which were now called for. There was much to be done, both in following up the action the football authorities had agreed to take after their meeting with the Prime Minister on 1 April, and, now, following the Home Secretary's statement on Monday.

The following points were made in discussion:

- (i) The income of the Football Trust, from the Pools Promoters Association, was some £7 million a year. 54% of this was passed to the Football Grounds Improvement Trust. The FGIT could use its resources only on ground improvements for the 92 clubs within the League. Most of their expenditure was on designated clubs in Divisions 1 and 2. The Trusts felt that, before the Bradford disaster, their resources were broadly sufficient to meet the programme of action agreed by the Government and the football authorities to counter hooliganism.
 - (ii) The £3.3 million surplus held by the FGIT in 1984 had now been paid out, through increasing from 60% to 75% the proportion of club costs the Trust was prepared to meet. Mr. Wharton believed much of the extra resources had in practice gone towards securing ground
- dg

improvements, but it was not possible to be sure. The level of uncommitted funds now held by the Trusts was low.

- (iii) The 92 League clubs received £5½ million a year for providing their fixture lists to the pools promoters. This sum was distributed evenly between clubs, irrespective of need. The clubs also received some £3½ million a year from the sale of TV rights, which was distributed on the same basis.
- (iv) The FGIT took account of attendance at clubs before determining its allocation of funds. They would not assist clubs to provide more facilities than their average attendances required. Clubs whose financial situation threatened their survival would find it difficult to pay their share of the cost of improvement work.
- (v) The Football Trust dealt mainly with matters such as encouraging the use of closed circuit TV and with encouraging the sport at grass roots level. The apportionment of funds between the FT and the FGIT could be adjusted if necessary.
- (vi) In the interim period before all the 3rd and 4th Division clubs could be designated, it was important that all clubs should be encouraged to follow the guidelines set out in the Green Code. Proper arrangements to permit quick evacuation of grounds was the key safety point. Clubs had to remember that they had a legal responsibility to all those using their grounds.
- (vii) The Chief Fire Officers were now inspecting sports stadia in their areas in accordance with the Home Secretary's Parliamentary statement and would be reporting to their respective local authorities. But these would not be the only improvements to be made and FGIT could instruct independent surveyors to produce estimates of the overall costs of bringing the Division 3 and 4 grounds up to standard.
- (viii) The Minister for Sport was chairing a working group, which would involve the Home Office and include representatives from the Football Trusts, the PPA, the Sports Council and the football authorities. It would consider urgently the costs of the work required to bring all League grounds up to standard. With the FA's help, it would also assess the resources which the game as a whole had available for this purpose.

- (ix) Combating hooliganism had to be looked at in conjunction with crowd safety. The Prime Minister attached the highest importance to developing wider CCTV coverage. She emphasised the importance of the Police obtaining proper evidence so that appropriate charges could be made to stick.
- (x) Mr. Wharton said that he was particularly worried about safety at the Windsor Road ground in Belfast.

The Prime Minister, summing up the discussion, thanked Lord Aberdare and Mr. Wharton for a very constructive meeting. She welcomed the determination with which the Trusts were setting about their work. The problems of safety and hooliganism needed to be tackled together. The Prime Minister hoped the Trusts, the Associations and the pools promoters would continue voluntarily to meet their own proper responsibilities. The Government would be prepared to consider extra financial assistance, to meet the particular difficulties faced by the clubs after the Bradford fire, if it could be demonstrated that any such support was necessary and would be properly directed towards ground improvement work required for safety reasons. She identified the following points for further action:

- (a) The FGIT would carry out an appraisal of the costs of bringing all League clubs up to the required safety standard. Mr. Wharton would instruct surveyors immediately to prepare estimates of costs which would be passed on to Minister for Sport's Working Party as they became available.
- (b) The Football Trust would consider whether its allocation to the FGIT struck the right balance.
- (c) A working group, under the Chairmanship of the Minister for Sport, would meet urgently to assess the scale and nature of the work necessary to ensure the safety of football grounds and the financial resources available to carry out the work.
- (d) The DOE would follow up with the Northern Ireland Office the specific point raised by Mr. Wharton about the Windsor Park ground in Belfast.

I am sending a copy of this letter to John Ballard (Department of the Environment), Hugh Taylor and Jon Sibson (Home Office).

Mark Addison

(Mark Addison)

Phil Dykins, Esq.,
Department of the Environment.

BRADFORD CITY FIRE - DISASTER FUND

I understand that such a fund has been set up by the Mayor of Bradford; and the British Public always contributes so generously to such funds. In the past the Government has made money available to such funds (eg Aberfan, York Minster) and the position is now being considered.

20

DEPARTMENT OF EMPLOYMENT



Caxton House
Tothill Street
London SW1H 9NF
Telephone 01-213

WITH THE COMPLIMENTS OF
PARLIAMENTARY UNDER SECRETARY OF STATE

Peter Bottomley

Paul Hunt is Peter / JSE

Bottomley's office will ensure

HO & DUE are aware of

HSE's role, information & interest
MAY 16/85

INCIDENTS AT UNDESIGNATED SPORTS STADIA INVESTIGATED BY HSE

1 Liskeard FC 3/85.

A complaint was referred to HSE that a small stand at the ground was unstable and the wooden seats rotten. On investigation, the complaint was found to be justified, and a letter was sent to the District Council who owned the ground. A reply was received to confirm that action was to be taken.

2 Doncaster Rovers FC 22/2/85.

At a basic inspection by the HSE inspector, the structural condition of the south stand was found to be in need of attention. The inspector approached Doncaster MBC and South Yorks CC (a 1975 Act authority). A letter was sent requiring remedial measures.

3 York City FC 29/12/84.

A complaint was received that a crowd had surged forward against some seating which collapsed. There were no injuries. It was decided that the incident was due to exceptional circumstances.

4 Hereford United FC 24/12/84.

The police asked HSE to inspect the ground, after an approach to the District Council had apparently been unsuccessful. The inspector visited and required (1) a further barrier in front of a badly cracked wall; (2) further barriers at a terraced section of the ground.

5 Havant RUFC 1/12/84.

A first floor balcony collapsed on which 8 persons were standing. HSE Area and Field Consultant Group inspectors investigated. The collapse was due to a structural weakness. There was liaison after the event with Havant Borough Council.

6 Walsall FC 14.2.84.

A 3' high concrete block wall collapsed during the game with Liverpool. The incident was investigated by HSE and the police. A meeting was subsequently convened at the club, involving the police and the West Midlands County Council. At that meeting, an inspection of the ground was carried out by the Safety of Sports Grounds Act inspectors. Their opinion was that conditions were not good, and that if Walsall was a designated ground, then many improvements would have to be made. However it was not reasonably practicable, in the light of the average attendance at the ground, for all the advisable work to be carried out.

If there was a further occasion on which foreseeably large crowds were to be present, it was agreed that the club or the police would contact HSE with a view to either enforcing crowd limits or arranging for further structural precautions to be taken.

7 Bournemouth AFC 7/81.

An Improvement Notice was served by an HSE inspector about inadequate fencing round an incomplete stand during construction. Trespass notices and fences were provided and maintained.

8 Bradford City 14/8/80.

A complaint was received about the state of the terracing steps. The complaint was found to be justified, and advice given on maintenance where cracking etc had occurred.

9 Brandon FC, Durham 7/11/79.

HSE were asked by the City Council to advise on ground protection in view of forthcoming cup tie with football league club. General advice given about the 1975 Act and the Guide to Safety at Sports Grounds. The police independently acted to stop the use of the ground for the projected match, in view of the reluctance of the club to undertake major works on barriers and crowd control.

15 MAY 1965

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[Handwritten scribble]



Background

At the Prime Minister's meeting, the football authorities agreed to:

- re-examine urgently the FA rules governing discipline and the responsibilities of clubs with a view to strengthening them;
- accelerate the use of Closed Circuit Television (CCTV);
- ensure that perimeter fencing is effective;
- investigate a practical scheme of membership cards for matches here and abroad;
- introduce more restrictions on tickets for problem matches (which should be ticket only);
- encourage more and better family enclosures at league grounds;
- deal severely with any bad examples set by players' behaviour on the pitch.

To support the football authorities, the Government will:

- review existing practice and issue advice to police and magistrates to secure stricter enforcement and appropriate sentences;
- announce shortly (early May) in a White Paper its conclusions following the Public Order Review. There will be general new provisions which will assist in dealing with football hooliganism;

- take powers in that legislation to control the sale of alcohol at grounds, and on transport to grounds, that have been successful in Scotland. In advance of that, it hopes that clubs will use their existing powers to ban alcohol. The Government does not intend to implement a comprehensive ban on alcohol as in Scotland but to designate particular clubs according to their record;

- extend designation under the Safety of Sports Grounds Act (which requires designated stadiums to have a safety certificate issued by the local authority) to clubs in the third and fourth Divisions (first and second are designated) and to review the guidelines issued to local authorities on the features to be taken into account when issuing certificates.

A copy of the Minister for Sport's letter to the Football Association seeking a change in the date of the England v Scotland match is attached.



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

My ref:

Your ref:

Mark Addison Esq
PS/Prime Minister
10 Downing Street
London
SW1

14 May 1985

Dear Mark,

FOOTBALL SPECTATOR VIOLENCE : MEETING WITH
LORD ABERDARE, CHAIRMAN OF THE FOOTBALL
TRUST, AND TOM WHARTON, CHAIRMAN OF FGIT:
WEDNESDAY 15 MAY 1985

/ I enclose briefing for this meeting, which
has been arranged to discuss the financial
help the Trusts may be prepared to give in
the implementation of the steps the football
authorities agreed to take when they met the
Prime Minister on 1 April.

Yours,

P DYKINS
Private Secretary

PRIME MINISTER'S MEETING WITH LORD ABERDARE, CHAIRMAN OF THE FOOTBALL TRUST, AND TOM WHARTON, CHAIRMAN OF FOOTBALL GROUNDS IMPROVEMENT TRUST: WEDNESDAY 15 MAY 1985

A background paper on the work of the Football Trust (FT) and the Football Grounds Improvement Trust (FGIT) is at Annex A. Of particular interest are:

Page 1: the roles of the Pools Promoters' Association, the FT and FGIT;

Page 5: the FT's involvement to date in the implementation of anti-hooliganism measures;

Pages 6 & 7: biographical details on Lord Aberdare, Tom Wharton and the other Trustees.

The Prime Minister will want to thank the Chairman for the valuable contribution their Trusts have already made to efforts to combat hooliganism and to express the hope that they will be able to play a significant part in the implementation of the further measure the football authorities have agreed to take.

The Home Secretary's statement (Annex B) announcing that designation under the Safety of Sports Grounds Act will be extended to Division 3 and 4 is likely to be very much in the forefront of the Chairmen's minds. This decision is covered in the detailed briefing at Annex C.

A copy of the Prime Minister's letter to the Football Association confirming the steps agreed at the meeting on 1 April is attached at Annex D. The Prime Minister will want to briefly cover the steps that could make a call on FT and FGIT funds. Notes on each of these steps are included in Annex C.

ANNEX C

POINTS TO COVER WITH THE FOOTBALL TRUST AND THE FOOTBALL
GROUNDS IMPROVEMENT TRUST

Extension of designation to Third and Fourth Division clubs
under the Safety of Sports Grounds Act

The decision to extend designation will place an additional call on FGIT funds. To date, FGIT has made 75% grants available for work required by the Act. Its ability to extend this policy to the newly designated clubs will depend on the pace with which the clubs are required to conform to the Act. Some clubs will have difficulty raising their contribution to the cost of safety work.

Accelerate the introduction of Closed Circuit Television at grounds where problem matches are to be played

The FT has conducted experiments with mobile equipment in the West Midlands, Greater London, Manchester and Edinburgh. The Trust has provided funds to the Police in these areas to enable them to purchase CCTV equipment for use in football grounds. Preliminary reports indicate that the experiment has been a success but Lord Aberdare may be reluctant to commit the Trust to involvement in the wider introduction of CCTV in advance of the results of the experiment being properly considered.

Line to take

The Government sees an important role for CCTV as a means of aiding crowd control and of providing evidence for prosecution. Any further part the Trust could play in its speedy implementation would be very much appreciated.

Ensure that perimeter fencing is in place and effective at clubs where problem matches are to be played

Questions have, of course, been raised by the Bradford fire that need careful consideration.

Line to take

This clearly needs to be given more thought following the Bradford fire. It is essential that any measure to combat hooliganism must be in the best interests of the overall safety of spectators. The Safety of Sports Grounds Act requires perimeter fencing to permit ready crowd evacuation.

Investigate a practical scheme of Membership Cards

The Trust has expressed doubt over the practicability of a nationwide scheme. They would, however, be prepared to consider contributing to the cost of any scheme that had the support of the Government and football authorities.

Line to take

The FA's report is being considered. If a practical scheme is identified the Government would be grateful for any help the Trust could give in its implementation.

(But it has only just arrived
with Neil Hooper)

Encourage more and better family enclosures

Again, the Government would appreciate any assistance the FT or FGIT could give.

VAT on entry fees and pools betting duty [if raised by Lord Aberdare or Tom Wharton]

Many in football complain that the Government takes millions of £s out of the game in taxation and puts nothing back in return. ^{in particular} They would like to see pools betting duty - which raised £218m in 1984/85 - reduced from 42½% to 40%. The PPA have undertaken to divide the savings to them from the 2½% reduction so that their winners receive 1½% and football 1%. The PPA estimate that this would mean around £4½m extra for football per year.

Line to take

VAT is charged on entrance fees to all places of entertainment, including theatres and cinemas. There is no reason why football should be treated differently. The pools betting duty is not a tax on football but a tax on gambling. The PPA pay a substantial sum - £5.5m per season - to the League for the use of their fixture lists.

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Chargé d'Affaires a.i.
DER BOTSCHAFTER
DER BUNDESREPUBLIK DEUTSCHLAND

London, 14 May 1985

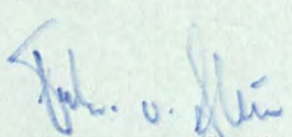
Dear Prime Minister,

I have the honour to transmit to you the enclosed telegramme by the Chancellor of the Federal Republic of Germany.

A courtesy translation is attached.

On behalf of Ambassador von Wechmar I should also like to express the sincere condolences of all of us here at the Embassy.

I am, dear Prime Minister

Yours sincerely,

Frhr. v. Stein

The Rt. Hon. Margaret Thatcher, MP
Her Majesty's Prime Minister and
First Lord of the Treasury
10 Downing Street

London SW 1

ANGHART UH- ROMERTURM-KLANG

FOOTBALL HOOLIGANISM

UNEMPLOYMENT

Government blames everything except unemployment

- "There is no significant association between increases in recorded crime and increases in unemployment".

(Crime, Unemployment and the Police) Roy Car-Hill & Nicholas Stern January 1983

- On football hooliganism I agree with the Daily Mirror columnist who said last week:

"Identifying soccer violence so glibly with unemployment is a studied insult to the unemployed".

REGINA VERSUS WOOD

"... 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 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".

(COURT OF APPEAL GUIDANCE)

LORD ABERDARE TALKING ON MEETING WITH THE PRIME MINISTER ON
OFFICIAL HELP FOR THIRD AND FOURTH DIVISION CLUBS

- LA: We started by reviewing roles of the different bodies concerned.
The County Fire Officers and all those who were involved in the problem and the decision that we made was that the first thing was to find out the exactly what the extent of the financial problem is. The County Fire Officers various clubs to see what fire precautions are needed and Mr Faulkner, who is the Chairman of the Football Ground Improvement Trust, is today going to get on to his surveyors - he has surveyors all over the country to help with grant schemes and he is going to ask them to assess immediately the needs of the Third and Fourth Division Clubs who are going to be designated and also any of the other Second and First Division Clubs where further safety precautions are required.
- Q: Did you get any indication from the Prime Minister as to whether financial aid might be available?
- LA: No, she will obviously be, it's obviously still open for discussion, but we thought the first thing to do was to discover the extent of the problem and the extent of the finance that is available from other sources.
- Q: Did you put to her the financial plight of the lower League Clubs?
- LA: Yes indeed, that was fully appreciated.
- Q: How sympathetic was Mrs Thatcher to your case?
- LA: She was extremely sympathetic, she was extremely knowledgeable, she knew a great deal about it and I am sure will be most helpful once we've got the full facts.
- Q: It's estimated that it will cost about £20m to put the Third and Fourth Division Clubs into order. Now, the Football Trust doesn't have that kind of money does it?
- LA: No, it doesn't.
- Q: So, to what extent do think the Government ought to help?

- LA: Well I think the first thing is to find out what the true figure is. £20m is a figure plucked out of the air and I think once we've had this survey done by the firm of surveyors we shall be in a much better position to know exactly what the problem is.
- Q: It will need Government money, won't it, do you think?
- LA: It could well. We'll have to see. But the thing is that we've got a small working group with the Minister for Sport and including my Trust, the Football Ground Improvement Trust, the Sports Council and Football Authorities, we shall be meeting again in two or three weeks time to review what progress we can make with these surveys.
- Q: Was there any talk at all about the £200m pools betting tax being used?
- LA: It wasn't discussed.
- Q: What would the impact on the lower League clubs be if you don't get agreement with the Government?
- LA: We shall have to see. I wouldn't like to predict that at the moment.
- Q: Many of them can't afford £10,000 let alone the £100,000.
- LA: We do realise that.
- Q: But how urgent is this going to be, this Inquiry because the new football season is only 14 weeks away. That's not long really. Is there a sense of urgency?
- LA: Yes indeed, that's why Mr Faulkner has contacted the surveyors today and hopes to get some sensible replies in quickly and perhaps we can then look at these in the working group when we come to meet at the end of the month.
- Q: Putting aside the question of money, is there time to put the grounds in order by next season?
- LA: We'll have to do our best won't we, we know what the problem is.
- Q: Did the Prime Minister say when the grounds would have to be designated by?

LA: No.

Q: So we don't know that yet.

Q: Would the aim be to do that work by the start of the new season?

LA: I think the aim must be to have the grounds sufficiently safe for the public to be able to use them.

Q: By the start of the new season?

LA: Yes.

Q: So how long will your inquiry into the work that's needed take?

LA: Well I don't know, we hope to get answers very quickly from the surveyors and we shall go from there. But I would stress the first things to see are the facts and then we shall be a little more forthcoming about what can be done.

Q: Thank you very much.

PRIME MINISTERMEETING WITH LORD ABERDARE AT 0900 ON WEDNESDAY 15 MAY

At the meeting with the Football Authorities on 1 April, you said that you would be arranging to see the Chairman of the Football Trust, Lord Aberdare.

Following the Bradford tragedy, this meeting has assumed a fresh importance. We heard today that the Chairman of the Football Grounds Improvement Trust, Tom Wharton, will be accompanying Lord Aberdare. Neil Macfarlane will be joining you and, we expect, Giles Shaw.

You will wish to open the meeting by thanking the Chairmen for the valuable contribution their Trusts have already made, and to express the hope ^{that} they will be able to play a significant part in the implementation of the further measures the Football Authorities have agreed to take.

The Home Secretary's statement announcing that designation under the Safety of Sports Grounds Act will be extended to Divisions 3 and 4 is likely to be a major item in the Chairmen's minds. They will ask for more resources from Government, if not directly, then through a reduction in betting duty. You will wish to remind them of last year's £3.3 million underspend (Tim Flesher's briefing at Flag A).

Other briefing attached:

Flag B A list of points you will wish to cover with the Chairmen.

Flag C A background paper on the Football Trust and the Football Grounds Improvement Trust.

/Flag D

Flag D The Home Secretary's statement.

Flag E Your letter to Mr. Millichip, after the 1 April meeting.

Flag F A note from Bernard Ingham reporting a telephone call with the Football Trust. This simply confirms their claim for a reduction in the pool betting duty.

Neil Macfarlane has just received the Football Association's report, following the 1 April meeting, on the possibility of introducing a membership card system. As expected, the Association think the practical difficulties with the national scheme are overwhelming. They have also, I understand, copied their report to a number of others in the football world, including the Football Trust. You will wish to say you intend to look at the Association's report very carefully.

You may be interested to know that Hartley Booth assesses that a civil claim for £5-10 million might be successfully mounted against Bradford City Football Club. This would break them.

Lillian
P.P. MARK ADDISON

14 May 1985

MR ADDISON

FOOTBALL TRUST

I received a telephone call from Messrs Faulkner and Endicott, of the Football Trust, today.

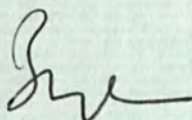
They said they recognised that a straight financial contribution by the Government for football ground safety and improvements might well be difficult on grounds of precedent.

They, however, saw an opportunity to make £21m available over two years by changing the pool betting duty arrangements.

The pools promoters had already agreed with the Football League that if the current level of duty (42.5%), worth £201m a year, were reduced to its pre-1982 level of 40%, two-fifths of the £10.5m this would release in a season would be devoted to ground safety improvements administered by the Football Trust.

In the new climate created by the Bradford fire, the promoters would probably be prepared to make the whole of the £10.5m available for two seasons, reverting to two-fifths later on the assumption that duty would remain at 40%.

But, if this means of pumping money into ground improvements were taken, the pools promoters would need legal protection in the Finance Bill from further taxation of the £10.5m. This was because the £10.5m might otherwise rank as a gift, subject to capital transfer tax or expenses which would not be offset by tax.



BERNARD INGHAM
14 May 1985

Football Grounds

3.30 pm

The Secretary of State for the Home Department (Mr. Leon Brittan): With permission Mr. Speaker, I should like to make a statement. The entire nation has been horrified and appalled at the terrible tragedy at Bradford City football ground on Saturday. I know that the whole House will wish to join together in expressing our deepest sympathy for the families and friends of the dead and of the many who were injured, some of whom remain critically ill.

The fire started just before half-time, at about 3.35 pm, under the floor at one end of the main stand. The stand was an old one made of metal and timber with a bitumen and felt roof, and the fire spread extremely rapidly. There were about 3,000 people in the stand. The majority managed to move down onto the pitch, but a number tried to escape through the exits at the rear and found themselves trapped in a narrow alley between the back of the stand and the wall of the ground. In accordance with long-established practice at sports grounds, the gates were locked to prevent unauthorised spectators gaining admission. It was there that many people died.

The chief constable of West Yorkshire informed me this morning that 51 people died at the ground. Two more have since died in hospital. A further four people are reported missing and remain unaccounted for. The bodies of most of those who died at the ground have not yet been identified. In addition, over 200 people were injured, of whom 60 are still in hospital. Twenty two policemen were injured, of whom two are in hospital, and three firemen were injured, none of whom is still in hospital.

The cause of the fire has not yet been ascertained, but a team of detectives from the West Yorkshire police, assisted by forensic scientists are members of the West Yorkshire fire brigade, began sifting through the debris as soon as it had been made safe to do so. The police have asked for witnesses to come forward, who might be able to give evidence about the possible cause of the fire, and it is essential that members of the public should give every assistance.

I should like to pay tribute to the courage and professionalism of the police and fire services. No one who has seen the television film of the events can doubt that as much as could be done was done to get people out of the stand, and then to deal with the aftermath of the fire. I should also like to express the warmest appreciation for the dedication and skill of the medical and pathological teams, the ambulance service and all the hospital and voluntary agencies who have since been working day and night, treating the injured and consoling the bereaved.

Further, the House will be aware that at Birmingham on the same day many people were injured and subsequently one spectator died as a result of a serious crowd disorder at the match between Birmingham City and Leeds United, arising from violence by groups of fans from both clubs. There were repeated invasions of the pitch, missiles were thrown, and the police were attacked. In all, there were 125 arrests, 96 police officers required medical treatment, of whom two are still in hospital, and over 80 spectators were injured. Some of the injuries were caused when a wall collapsed following a surge in the crowd, and a boy of 15 subsequently died of the injuries he received. All 125 of those arrested have now been

charged with a variety of criminal offences. That is a further example of disgraceful football violence, which illustrates the link between the problem of crowd safety and the problem of crowd control. With regard to this incident, inquiries are also being made by the Football Association, and these must proceed.

Investigations at Bradford are continuing and inquests will be conducted both there and at Birmingham. I shall expect to receive further reports in due course giving the conclusions of the police, forensic and fire brigade inquiries in Bradford and of the police inquiries in Birmingham. But over and above these investigations and hearings, the magnitude of the events demands that urgent steps should immediately be taken to examine what can be done to prevent such incidents. With my right hon. Friend the Secretary of State for Scotland I have, therefore, asked Mr. Justice Popplewell to chair an inquiry with the following terms of reference:

"To inquire, with particular reference to the events at Bradford City and Birmingham football grounds on 11 May, into the operation of the *Safety of Sports Grounds Act 1975*; and to recommend what if any further steps should be taken, including any that may be necessary under additional powers, to improve both crowd safety and crowd control at sports grounds."

I understand that Mr. Justice Popplewell will visit Bradford tomorrow.

The inquiry's fundamental task will be to ensure that the demands of safety, on the one hand, and control, on the other, are not only each satisfied in themselves but satisfied compatibly with each other. A subsidiary but important task will be for the inquiry to review what is known as the "Green Guide"—the "Guide to Safety at Sports Grounds"—which provides guidelines for local authorities as to the conditions that they should require of clubs that seek certification under the 1975 Act. I shall ask that the inquiry should proceed with all possible speed, taking account of and supplementing, as necessary, the findings of the current police, forensic service and fire brigade investigations. I shall arrange for the chairman to be assisted by appropriately qualified assessors—for example, from the police and fire services—and to have available such technical advice and support as he requires. He will, of course, be able to make any further factual inquiries into what happened that he thinks necessary. If the chairman thinks it necessary or desirable, I and my right hon. Friend will welcome any interim report or recommendations he wishes to submit.

In addition, and in parallel with the work of the inquiry, I have decided to designate all grounds in the Third and Fourth Divisions of the Football League so that they become subject to the system of safety certification under the *Safety of Sports Grounds Act 1975*. The effect will be to require such clubs to apply for certificates from the relevant local authority specifying in considerable detail what physical conditions and management practices—including as to fire precautions—must be followed. The Government announced only on 1 April that we should be extending designation to third and fourth division grounds, but starting with those with a record of club violence. It is plain, however, that the time for selective action has passed, and I shall accordingly be discussing with the football authorities immediately how universal designation may be implemented as soon as possible. It will, of course, be for the inquiry to recommend any changes in the present certification procedures or any other steps that should be taken to improve crowd safety and control. But I can see no reason why designating the third and fourth

Mr. Raison: The hon. Gentleman is wrong about that. Firms which invest will be looking for profits, but their activities will undoubtedly create employment in the countries where the investment is taking place and help to increase prosperity. This is an important part of our programme.

Sir John Page: Does my right hon. Friend agree that private investment often sets a standard in developing countries which helps to drag local investment up to higher standards than it has been able to achieve before?

Mr. Raison: I agree with my hon. Friend. Britain has exceeded consistently the United Nations 1 per cent. target for the total of official and private flows of aid to developing countries. In 1983 we achieved 1.25 per cent.

Chile

38. **Mr. Stuart Holland** asked the Secretary of State for Foreign and Commonwealth Affairs what emergency or other aid his Department is giving in response to the recent earthquake in Chile.

Mr. Raison: Her Majesty's Government have provided £250,000 in emergency assistance since the earthquake in March. That is in addition to our share of the recent contribution by the European Community from its emergency aid budget.

Mr. Holland: The Minister will be aware that £250,000 is a very small sum in relation to the needs. The House will certainly want to monitor this in future, granted that on a previous occasion a field hospital, apparently delivered to the Pinochet Government, was not deployed in a disaster area. Will the Minister also take this opportunity to assure the House that on economic, social and technical grounds, he will now be supporting a major aid programme to Nicaragua and not supporting his right hon. and learned Friend the Foreign Secretary in a political blockade of that country, as reported in *The Observer* yesterday by Hugh O'Shaughnessy?

Mr. Speaker: The question is directed to Chile.

Mr. Raison: If the hon. Member for Vauxhall (Mr. Holland) wants to ask questions about Nicaragua, perhaps he will table questions about Nicaragua. As you have said, Mr. Speaker, the question is about Chile.

The aid that we have provided is useful. We shall be concerned to ensure that it is properly used. There is no reason to believe that it will not.

Ethiopia and Sudan

39. **Mr. Tony Lloyd** asked the Secretary of State for Foreign and Commonwealth Affairs if he will give his most up-to-date estimate of aggregate food aid needed for Ethiopia and Sudan for 1985.

Mr. Raison: The best estimates available are that Ethiopia will require 1.5 million tonnes and Sudan 1.4 million tonnes of cereals food aid during 1985. Most of this has been delivered or pledged. In response to requests by various British voluntary agencies, I am pleased to announce further assistance totalling over £2 million for victims of the famine in Ethiopia and the Sudan: about half to each. It covers a variety of purposes, including the transport of food, supplementary food, seeds and tools.

Mr. Lloyd: I welcome the Minister's response, but will he confirm that reports are coming out of Ethiopia that there are still massive difficulties in distributing food aid? Will he also confirm that the British Government still regard the provision of lorries as development assistance and therefore will not provide that help, which means that the aid that is given is not as effective as it should be in helping those who are in desperate need?

Mr. Raison: That is a misapprehension. There are great difficulties in operating emergency relief in Ethiopia. Some difficulties arise partly from the civil war; and others are attributable to many other factors. We are doing our best and contributing a great deal. There will be difficulties that will continue into the long term. The most fruitful approach for us will be through the European Community and the World Bank. I am sure that something useful can be worked out.

Mr. MacLennan: Does the Minister recognise that the railway in southern Sudan and—

Mr. Speaker: Order. The hon. Gentleman has tabled question No. 40, which seems to be directed to the same subject.

Mr. MacLennan: I am grateful to you, Mr. Speaker. In fact, I was on the same issue.

Does the Minister accept that there is an urgent need for spare parts and considerable capital investment for the railway in southern Sudan and for transport by road across rough territory in Ethiopia? Are the Government prepared to listen to representations from the aid agencies and to make money available to help them?

Mr. Raison: I told the House that additional money has been made available for exactly those purposes. We have consistently tried to help with supplies, spares, and so on, in the transport sector, and we shall continue to do so. For the railway system, especially in western Sudan, we have provided an expert, who has put forward ideas about how to improve the flow of food to the west of the country.

division clubs or any of the other steps announced on 1 April should wait on its conclusions. It is clearly important that the public should be given all the protection that the existing law allows as quickly as possible, and that any measures to enhance safety and security that can be introduced speedily as a result of the work that has currently been proceeding should be implemented at the earliest possible date.

To ensure that the measures I have announced of a swift inquiry and a new programme of designation do not leave gaps meanwhile in public protection, I am asking chief fire officers immediately to visit uncertificated sports stadia in their areas to advise management on what steps they should take to secure proper standards of crowd safety in their circumstances. They will no doubt wish to discuss, among other matters, the opening and locking of gates at sports grounds. While I imagine such visits will be the more comprehensive if chief fire officers are accompanied by other members of the local authority safety teams, this work will brook no delay and, for that reason, I consider the duty to fall best initially on chief fire officers.

I must stress that the measures announced today are additional to those announced on 1 April after the meeting at 10 Downing street with the football authorities. That programme of measures agreed to combat football hooliganism goes ahead with renewed urgency.

The events at Bradford and Birmingham were in their different ways both tragic and sickening. Nothing will wipe away the memory of that terrible afternoon. But our task now must be to take urgent steps to minimise the chances of recurrence. The measures I have announced today are designed to that end. I will report to the House in due course on their progress and outcome.

Mr. Gerald Kaufman (Manchester, Gorton): May I first, on behalf of Her Majesty's Opposition, offer our profound and heartfelt sympathy to those who were bereaved and fearfully injured in last Saturday's horrifying disaster? It is especially poignant that hundreds of people setting out to enjoy a pleasant spring day, which was, for Bradford City's fans, supposed to be one of celebration as well, should have seen that day end in torment and agony, or not seen that day end at all.

We send our sympathy also to the citizens of Bradford and Lincoln, who have been stricken by these appalling events. I also want to pay tribute to the emergency services—to the fire brigade, the medical staff, hospital workers and the police—and also to the fans and ground staff who sought to help, for their heroism and dedication in this emergency.

The Opposition believe that the Government have made a serious mistake in linking in one statement and in one inquiry the Bradford fire with the violence at Birmingham. The nature of those two events is different, even though some matters are relevant to both. To begin with, it is unfitting that questions on the disaster and on an outbreak of mob violence should be mingled. It creates the most difficult task for you, Mr. Speaker. I shall therefore confine my intervention to the Bradford fire and leave questioning about the Birmingham episode to my right hon. Friend the Member for Birmingham, Small Heath (Mr. Howell).

With regard to Bradford, I therefore ask the Government to open forthwith a fund for the relief of the victims and their families. Some families may have been left without a breadwinner, and although the loss of a

loved one can never be compensated for financially, it is right that financial restitution should be made. In the case of those injured, the nature of their injuries may mean years of medical treatment and loss of earning power or educational opportunities. Proper and appropriate compensation should be made available for that.

Further, will the Government be ready to consider the possibility of making legal aid available to those who wish to consider legal action under the Occupiers Liability Act 1957? Is the club's insurance against public liability adequate to meet claims that will surely be made? The Opposition believe that the Government should have ordered a separate public inquiry, presided over by a judge, into the circumstances of the Bradford fire.

There are many questions to be answered, including the discrepant statements about whether Bradford City club had been warned about the need to improve its safety precautions some months ago. The leader of West Yorkshire county council has now published a letter which strongly indicates that such a warning was given. We need to know what the fire precautions were and why massive amounts of combustible litter had been allowed to accumulate under the wooden stand for a considerable period of time. We need to get to the bottom of allegations that arson may have caused the fire. The bereaved and the injured have a right to know the full facts. We also believe that there should be a separate inquiry into safety at football grounds, and at all sports grounds and other places where large numbers of the public gather together.

That inquiry should be empowered to make recommendations. The matters that it should be empowered to consider should include whether the 10,000 lower capacity limit for designation should be reduced, and the use of the Secretary of State's activating powers under the Fire Precautions Act 1971. At present, no football grounds have been designated under the Act. The inquiry should consider meanwhile whether the 10 grounds with wooden stands should close those stands. Equally urgent is the necessity to consider the question of the perimeter fencing-off of spectators from pitches, as there is general agreement that if such fencing had been installed at Bradford the casualty toll would have been even more horrific.

Ought not the Football Association to suspend its order to Luton Town to install a perimeter fence? The subject of the control of egress from grounds must be considered urgently, in view of the disastrous effects of the closing of the exits at Bradford. The nature of the material used for seating as well as stands must be considered, in view of the effect of the plastic seating at Bradford on the spread of the fire.

The ownership of grounds should be considered to see whether burdens can be lifted from the less successful clubs. The funding of football must be examined. There is a glaring disparity between the Government's attitude towards racing compared with football. It is essential both for the Government and for all commercial interests which benefit from their relationship with football to consider their financial obligations to a sport from which they obtain so much revenue and profit but provide so little in the way of return. The nature of these issues is such that an urgent interim report is essential well before the opening of the new football season, so that all possible advance precautionary action can be taken.

I did not think for one moment that I should be coming to the House this afternoon to ask controversial questions.

[Mr. Gerald Kaufman]

The reaction of my right hon. Friends and myself is one of astonishment and disbelief that the Government should join these two issues and treat this tragedy in this way. The Government's response to this disaster in setting up this joint inquiry is insensitive and in the worst possible taste. It will be deeply offensive to the bereaved, to the victims, to the stricken cities and to the nation. Let this be clear. The nation has reacted to this terrible disaster with grief. If negligence or complacency allow such a catastrophe to be repeated, the reaction will not be grief. It will be anger.

Mr. Brittan: I am grateful to the right hon. Member for Manchester, Gorton (Mr. Kaufman) for his expression of regard for the work done by the emergency services, but I think that some of his subsequent remarks do not respond to the mood of the nation or of the House.

As for the right hon. Gentleman's main complaint—that there is to be a single inquiry—some of the points which he suggested should be considered by the inquiry themselves make it clear that safety and control are very much related and that it would be wholly artificial to divorce the two. One is in no sense equating the two incidents, one in which a life was lost and the other in which so many lives were lost, if one says that the inquiry should properly be able to consider both control and safety. That is what the inquiry will be able to do.

The point is best illustrated by one of the matters raised by the right hon. Gentleman, namely, the perimeter fencing. The suggestion has been made, in effect, that perimeter fencing is inconsistent with safety, or goes against safety. Anybody who looks at the green guide will readily see that the designation requirements have to be looked at as a whole. They include the ability to evacuate grounds and stands speedily. Perimeter fencing which did not meet the requirements would not be approved under the safety certificate. There is, therefore, a relationship between safety and control.

I take note of the right hon. Gentleman's suggestion about opening a fund for the relief of the victims. I shall want to consider it in the light of the situation as it develops concerning the needs of everybody who has been affected and the resources available to provide for those needs.

Legal aid will be available in the normal course of events for any eligible person who is able to make out a case for such aid to the legal aid committee.

There is still some uncertainty about the insurance question, and that is being looked into.

With regard to warnings given to the club concerned, I have in my possession the text of letters emanating in 1984 and on 30 April 1985 on that matter. I understand that there may be some dispute whether those letters were received, but there can be little doubt that they were sent.

I can give the right hon. Gentleman some reassurance on the many matters that he mentioned, because when one takes account of some of the forensic points there is not really all that much between us. Almost all of those points fall well within the ambit of Mr. Justice Popplewell's inquiry, which will be extremely comprehensive, as I think the right hon. Gentleman will agree, on mature reflection, when he studies further its terms of reference. In particular, the right hon. Gentleman referred to an interim report, and the House will recall that I specifically

said that it would be open to Mr. Justice Popplewell to make such a report if he thought that it was necessary or appropriate to do so.

Mr. Alex Carlile (Montgomery): May I, together with my right hon. and hon. Friends, join the Home Secretary in expressing our deep sadness and sympathy for those who have suffered as a result of the tragedy on Saturday afternoon at Bradford? It is a terrible sadness that some of those who went to the Valley Parade to celebrate the third division championship should not have returned home at all or should have to wait many months before returning home severely maimed.

May I also join the Home Secretary in expressing our gratitude to the emergency services, the ground staff and the many courageous football fans who joined others in trying to save people in dangerous circumstances?

May I impress upon the Home Secretary the importance of urgently solving the problem of safety, which it is hoped may be solved fairly quickly, where as problems of control have occupied us for many years now and may not be so easy to solve?

Will the Home Secretary give the House his assurance that his welcome decision to bring third and fourth division grounds within the provisions of the Safety of Sports Grounds Act will be extended to other comparable stadia and, above all, that the Government will provide the money to enable those clubs and sporting facilities which cannot afford to bring their facilities up to standard to do so? In doing that, will the Home Secretary bear in mind that Bradford City was a club which gave cheap entry to the unemployed and the disadvantaged?

Mr. Speaker: Briefly.

Mr. Carlile: Finally, will the Home Secretary please ensure that the insurance companies will not be allowed to fall back on the position which they expressed this morning, that no compensation will be paid unless negligence is proved? Will he ensure that in this case at least the principle of no fault liability is laid down for those who have suffered?

Mr. Brittan: I am grateful to the hon. and learned Gentleman for his expressions of appreciation to those involved in dealing with these tragic events. He mentioned some particular groups who are worthy of commendation but whom I was unable to mention specifically in my statement.

We shall want to consider the extension of designation beyond the third and fourth division football grounds in the light of the inquiry as it develops.

The House will be familiar with the existence of the Football Grounds Improvement Trust and the Football Trust, which receive some of the "spot the ball" revenue from the Pool Promoters Association. Quite a lot of that money is used to improve football clubs' facilities. For example, we are talking of expenditure at the rate of £7 million a year.

As it happens, before these tragic events occurred a meeting was arranged for this coming Wednesday between my right hon. Friend the Prime Minister and Lord Aberdare, the chairman of the Football Trust. In discussions on designation I shall be involved with my hon. Friend the Minister with responsibility for sport and the Football Trust to see what the financial situation is. I know that my hon. Friend is also considering whether assistance can be given under the urban programme.

Mr. Donald Stewart (Western Isles): May I associate my hon. Friend the Member for Dundee, East (Mr. Wilson) and myself with the expressions of condolence and sympathy of the Home Secretary at this appalling tragedy? On the face of it, it appears to raise again matters such as escape doors, gates and other forms of egress from sports grounds. Will the Home Secretary seek to introduce legislation, or amend existing legislation, so that where such exits exist, whatever the difficulties caused to the corporation or sports ground owning them, they should be available for egress in the event of a disaster?

Mr. Brittan: I am grateful to the right hon. Gentleman for what he has said. In response to his last and very substantial point, the House might be interested to know that paragraph 6.14.6 of the green guide clearly states:

"All exit gates should be manned at all times while the ground is used by the public so that they can be opened immediately in an emergency."

That condition would normally be applied where there has been designation.

Mr. Robert Maclellan (Caithness and Sutherland): Although it is obviously premature to consider what funding will be necessary to bring safety standards up to an acceptable level, will the Government undertake to ensure that money does not stand in the way of seeing that those standards are reached?

Mr. Brittan: I have already said that the means by which the requirements that will flow from designation are implemented will be discussed with the football authorities.

Mr. Geoff Lawler (Bradford, North): May I offer my sincere thanks to all of those hon. Members who have expressed their sympathy following the tragic event on Saturday? I know that my constituents and the people of Bradford will greatly appreciate those expressions of sympathy and will derive some comfort from them. May I thank, in particular, the Minister of State, Home Office, my hon. Friend the Member for Pudsey (Mr. Shaw) and the Parliamentary Under-Secretary of State for the Environment, my hon. Friend the Member for Sutton and Cheam (Mr. Macfarlane) for coming up to Valley Parade so promptly to see the situation at first hand? That prompt reaction was again an expression of the Government's concern, and was much appreciated.

I welcome the appreciation that has been expressed by my right hon. and learned Friend the Home Secretary and other hon. Members for the work of the emergency services. I am sure that they would join with me in paying tribute not only to the emergency services but to members of the Salvation Army, who were there throughout Saturday night, doling out tea and refreshments to those working late at the ground, to the St. John's ambulance men and to the anonymous heroes — many of them young people — who stayed behind at the wall and helped to pull the less able and less agile over it, at great risk of personal injury to themselves. Many of those helpers, indeed, ended up in hospital or suffered from burns.

I am sure that hon. Members will also want to pay tribute to the local community. People opened their doors and provided tea and comfort to the survivors. It is interesting to note that members of that community are of varied origin and that at a time when attention is very much

focused on apparent divisions within it, real community spirit shone in a crisis, showing just how shallow those divisions really are.

I welcome the announcement of an inquiry, and the people of Bradford will also welcome it. If public confidence is to be restored and people are to feel safe at football matches, urgent action must follow upon the report of that inquiry, before the start of the new season. I hope that the Government and the football industry, through the Football Trust, will be prepared to respond to the financial implications of that report.

Obviously, there is great public concern about what would have happened if there had been a fence instead of a low wall along the front. I think that the view of Bradford supporters is that it is all very well hemming in a minority of hooligans, but that at the same time a potential death trap might be created for thousands of decent supporters.

I hope that all the lessons that can be drawn from this incident and learnt and that there does not have to be another disaster for more mistakes to be discovered. I apologise for delaying the House, but may I ask the Government to make money available in the form of an urgent cash injection, through the urban programme, the Sports Council or the Football Trust, so that a stand can be erected as quickly as possible at Bradford City's ground to match the determination and resolve of the people of Bradford to overcome the tragedy?

Thousands of Bradford citizens will want to attend the first home match of the season as their way of paying their respects to the loyal supporters who died on Saturday. To enable them to do so, and to reflect that spirit and resolve, we must see a real and tangible metal phoenix rise out of the terrible ashes that currently lie at Valley Parade.

Mr. Brittan: I am grateful to my hon. Friend the Member for Bradford, North (Mr. Lawler) for his expressions of gratitude to and appreciation of those involved in dealing with this tragic event. My hon. Friend mentioned a number of other people in addition to those already mentioned in the House. I fully endorse what he said about them. I should like to take the opportunity to pay a tribute to my hon. Friend for the way in which he assisted over a long period in Bradford. It is an exemplary manifestation of the local leadership which an hon. Member can give on such an occasion.

My hon. Friend expressed anxiety about proposals for perimeter fences. I can assure him, as I did the right hon. Member for Gorton, that there is no question of simply putting up a fence which would create a trap. The arrangements for a ground as a whole will have to be considered, taking into account the nature of the ground, the means of getting out of the stands, the gaps in any fence and the manning of exits. Unless those professionally involved take the view that a perimeter fence adds to safety and security, it will not be approved. Safety and security are related. It is unrealistic to refuse to recognise that important fact.

My hon. Friend asked for assistance to put the Bradford club back on its feet. My hon. Friend the Minister with responsibility for sport is on the Front Bench today and will appreciate the sincere and determined desire in Bradford to revive football there, with all that that means.

Mr. Thomas Torney (Bradford, South): I associate myself with the expressions of sympathy for all the people in Bradford who have lost loved and dear ones and for

[*Mr. Thomas Torney*]

those who are suffering in hospital. I associate myself and the people of Bradford with the tributes to the emergency services—to the courage of the police, the fire service and the ambulance personnel, who rescued many people, often at great danger to themselves. I also praise the dedication of the hospital staffs who tended, and are still tending, the injured. The duty of the Government and the House is to the 52 or 53 people who died and to ensure that nothing like this happens again anywhere in the United Kingdom.

I should have preferred a public inquiry, as would the people of Bradford. I hope that there will be a public inquiry, because confidence must be restored. Whatever conclusions the inquiry arrives at for improving safety precautions at football grounds throughout the United Kingdom, I hope that they will be speedily enforced by the Government. Enforcement requires money. The improvements that are necessary in Bradford and elsewhere will cost more money than can be provided by some trust or other. The Prime Minister is in her place. I beg her and the Government to ensure that the Chancellor provides money to implement the necessary safety measures.

May I suggest to the Chancellor some immediate actions which could be taken? Surely a law can be passed, or instructions given, that exit doors are not to be locked. Perhaps some paint-like material can be applied to wooden stands at other grounds which will make the outbreak of fire less likely. Surely we can order the use of sprinkler systems. Perhaps if there had been such a system in Bradford the fire would not have been so bad, because the system operates automatically with heat.

We owe it to those involved in the disaster to find the money. There must be no excuses. The money must be found to make football grounds throughout the United Kingdom safe for our people.

Mr. Brittan: I am grateful to the hon. Gentleman for his expressions of sympathy and for his appreciation of those involved in dealing with what happened at Bradford.

Towards the end of my statement I said that I was asking chief fire officers immediately to visit sports stadia which are uncertificated to advise on what should be done right away. I added:

"They will no doubt wish to discuss among other matters the opening and locking of gates".

The hon. Gentleman's suggestion about exits is well taken. I am not sure of the validity of what he said about sprinkler systems, but that can be examined on a professional basis.

The inquiry will be comprehensive, and it will be able to supplement, in any way thought appropriate by Mr. Justice Popplewell, the findings of the police and the inquest, which are the main means of investigation, at least in the first instance. Mr. Justice Popplewell will be able to satisfy himself about what occurred and thereby be able to make appropriate recommendations.

I do not think that the House wishes to hear the trust spoken of disparagingly, because it has provided, and is providing, the substantial sum of £7 million a year. The hon. Gentleman asked what would be done to deal with the financial problems. The Prime Minister will be meeting representatives of the trust. When discussing the implications of designation with the football authorities I shall, of course, discuss that aspect.

Mr. Max Madden (Bradford, West): I associate myself and my constituents with all the expressions of sympathy to the relatives and friends of those who died and to those who were seriously injured at Bradford at the weekend. I also pay tribute to all the emergency services.

It is with regret that I have to say that there will be understandable reservations in Bradford about the form of the inquiry which the Home Secretary has announced. He said that the events at Bradford and at Birmingham were tragic and sickening, but different. Many people in Bradford will therefore think that the two incidents should be investigated separately. If the Home Secretary is not prepared to reconsider the form of the inquiry, will he give a clear assurance that it will sit in Bradford and take evidence in public, and that its full report will be published?

Is the Home Secretary satisfied that the terms of reference will enable the inquiry to look into all matters of concern associated with the tragedy? I was pleased to hear the right hon. and learned Gentleman's response to my right hon. Friend the Member for Manchester, Gorton (Mr. Kaufman). Will he give serious consideration to establishing a fund from which the relatives of those who died and those who were grievously injured may apply for the compensation and help which inevitably will be needed? Will the Home Secretary also urgently consider enabling Bradford City football club to make its ground secure and safe?

I was pleased at the Home Secretary's response to previous requests of that kind. We all recognise that if third and fourth division grounds are to be made safe—indeed, non-league and sporting club grounds also—the clubs will be in desperate need of financial help, because many of them are short of money. Will the right hon. and learned Gentleman urge the Chancellor of the Exchequer to reduce the betting levy tax and to remove VAT from repair work? That would be of some financial help to enable the desperately ill-financed clubs to ensure that their grounds are made safe quickly and effectively so that the tragic events in Bradford on Saturday occur nowhere else in this country, or, indeed in the world.

Mr. Brittan: I shall, of course, draw the hon. Gentleman's tax suggestion to the attention of my right hon. Friend the Chancellor of the Exchequer. I am sure the hon. Gentleman will understand that I cannot say any more about that at this stage.

Obviously, the conduct of the inquiry is a matter for Mr. Justice Popplewell, but there is no question that its findings and report will not be published in full. I regard it as inconceivable that the inquiry will not sit in Bradford. I assure the hon. Gentleman—and I hope that this will be appreciated in Bradford—that there is no question of there being anything other than the fullest examination of what occurred at Bradford.

There is an important part to be played by the police, the fire service and the coroner. Mr. Justice Popplewell will then decide what further inquiries are necessary to supplement the information obtained in order to achieve a full picture of what happened. He will be fully encouraged to do whatever is necessary to secure that.

We are as determined as the hon. Gentleman and other hon. Members to ensure that the lessons are learnt, but I repeat that I do not believe that we would be doing any service to the memory of those who died at Bradford if we failed to take comprehensive measures to ensure that those

who go to football grounds are as safe as possible from all hazards. To do that is not to show any disrespect for what occurred at Bradford or to equate it with anything else. It is to recognise the complex nature of the problem and the necessity of providing solutions, as far as we can, to every aspect.

Mr. Kenneth Carlisle (Lincoln): On behalf of the people of Lincoln, I offer our deepest sympathy to all those who have suffered in this terrible tragedy. Lincoln has the greatest admiration for the heroic efforts of the emergency services in Bradford. In particular, the Lincoln City supporters wish to record their thanks to them.

Such a tragedy must never happen again. I welcome the inquiry, which above all, must concentrate on the paramount need for safety.

Mr. Brittan: I am grateful to my hon. Friend and entirely endorse everything that he has said.

Mr. Merlyn Rees (Morley and Leeds, South): Does the Home Secretary accept that, as a Leeds Member of Parliament, I speak for all its citizens in saying that I am ashamed of the actions of the so-called Leeds fans at Birmingham on Saturday? I regret that their actions should in any way be mingled or bracketed with the bravery and tragedy at Bradford. The two things are separate.

The Government are to act now, quite properly, in the face of what we all saw on Saturday, which was dreadful. Will the Home Secretary explain where the division of responsibility lies between his Department and the Department of the Environment—which, I acknowledge, has an active Minister with responsibility for sport—in monitoring on a day-to-day basis the problems of safety, not only at soccer grounds, but at rugby league and, in some instances, rugby union grounds? We must not wait for another tragedy before we act. We all know of third and fourth division grounds and others where the stands could go up in flames in exactly the same way as the stand at Bradford.

Mr. Brittan: The right hon. Gentleman is absolutely right to say that there is no comparison between the behaviour at Bradford and that at Birmingham, and I am glad to have the opportunity to confirm that.

I have statutory responsibility for the Act, but its implementation on a general basis is considered closely in discussions not only with my hon. Friend the Minister with responsibility for Sport but with the football authorities. On the question of the detailed implementation on a place-by-place basis, the responsibility for issuing a certificate lies with the local authority, which takes heed of what the technical and professional experts say, whether they be fire officers or engineers. It also takes into account the green guide produced by the Home Office.

Mr. Mark Carlisle (Warrington, South): While welcoming my right hon. and learned Friend's decision to extend designation under the Safety of Sports Grounds Act 1975 to all third and fourth division grounds, may I ask whether he agrees with many hon. Members that that will be very expensive and will cost considerably more than the money currently available for ground improvements under the Football Trust?

Will the inquiry under Mr. Justice Popplewell also consider methods of financing and funding ground improvements, especially methods to obtain a greater income from betting and football pools?

Mr. Brittan: I am not sure that the final matter raised by my right hon. and learned Friend comes within the terms of the inquiry, but it is obviously something that it will have to consider.

Mr. Bruce George (Walsall, South): In following hon. Members who represented constituents who died, we must be deeply conscious of the fact that, but for the grace of God, any one of us could be making a similar statement, because all our constituencies have sporting grounds with stands which are as inflammable as that which went up in flames on Saturday.

Does the Home Secretary have any idea of how many sporting grounds—whether football, rugby, tennis or anything else—have stands comparable to that at Bradford? Will he reiterate that other sports must take seriously the events of last Saturday?

What is there in the British national character which requires such a catastrophe to force us into waking up to a fact which should have been manifestly obvious to the House and the country before the events of Saturday?

Mr. Brittan: I take note of the hon. Gentleman's last point. I cannot give him the figure for which he asked, not only for football, but for other sports. It is something that will have to be considered. Of course, the legislation is not confined to football, so the inquiry will not be confined to football. Therefore, the hon. Gentleman has raised matters that fall to be considered.

Mr. Marcus Fox (Shipley): It is right to point out that it is not only the city of Bradford that has suffered grievously. Many people living on the borders of the city also suffered. Indeed, some of my constituents lost their lives or were injured.

We want from my right hon. and learned Friend a categorical assurance that we will do everything in our power to discover the cause of the fire. I have spoken to many of my constituents who were at Bradford, and they expressed deep anxiety that events occurred that should never have occurred, but today is not the occasion to pursue that.

It would be foolish in the extreme to close grounds on the basis of safety regulations, while allowing the violence and hooliganism that is rampant in the sport to continue. The two are closely associated. I welcome the inquiry, and I am sure that it will go into everything that it can consider.

Mr. Brittan: I am grateful to my hon. Friend for his remarks, particularly his closing remarks. I am sure that he is right. I can give him the categorical assurance that he seeks. We shall certainly do everything that we can to discover the cause of what happened. It is in nobody's interests that anything other than that should happen.

Mr. Peter Snape (West Bromwich): I wish at the outset to declare my interest as a director of a fourth division football club.

Does the right hon. and learned Gentleman accept that the tragic and harrowing scenes that we saw on Saturday night must never recur in British professional soccer? Will he comment—I regret to have to make this point—on the stories appearing in at least two national newspapers today to the effect that this appalling tragedy was caused by the throwing of a smoke bomb at the football ground?

Will the Home Secretary accept from me that, regrettably, of all sports in Britain, for some reason professional football seems to attract that mindless

[*Mr. Peter Snape*]

minority who care little for the game and who, indeed, appear rarely to watch the game? What plans do the Government have to combat that endemic hooliganism and enable us in Parliament to do something about the civil liberties of millions of people who wish only to go about their business and not to be threatened and assaulted by people masquerading as football fans?

Is the Home Secretary aware, from the point of view of designating sports grounds in the third and fourth divisions, that no clubs in those divisions can at present afford the funds necessary to put their grounds in order under the well-merited and needed provisions of the Act? Is he further aware that unless Government money is forthcoming third and fourth division football clubs in Britain are doomed?

In view of the money that has been taken out of professional football by way of VAT, betting tax and pools levy, it is time for the Government—any Government—to do more to give football clubs some degree of assistance if what was once Britain's national game, a game which we were proud to give to the world, is not to disappear entirely.

Mr. Brittan: I note what the hon. Gentleman said at the end of his remarks, but I urge him to take account of the fact that 75 per cent. of the cost of meeting designation is currently provided, and that is a not inconsiderable amount. However, I have said that I have taken note of the financial points that have been made.

I greatly welcome what the hon. Gentleman said about the mindless minority, which underlined, as many in the House will agree, the inevitable relationship between safety and behaviour and crowd control. The two cannot be divorced.

In answering the hon. Gentleman's question about what is being done, I refer him to the answer that was given in the House on 4 April, when an outline was given of what was agreed between the football authorities and the Government at the Downing street meeting. I refer specifically to the fact that we shall be introducing legislation on the lines of the Scottish legislation in relation to alcohol; that the review of the public order Acts which I shall be giving to the House shortly will contain recommendations relevant to this area; and that I have made clear to magistrates our support for them in following the tough guidelines of the Court of Appeal on football violence. I shall not rehearse all the measures which are on the record, but at this stage remind the hon. Gentleman only of those.

To answer the hon. Gentleman's question about the throwing of a smoke bomb, I am, of course, conscious that that allegation has been made. I was in touch with the chief constable to get the latest picture just before making my statement today. The position is that he does not feel that he as yet knows the cause of the fire, in spite of the various allegations that have been made.

Mr. Gary Waller (Keighley): Is my right hon. and learned Friend aware that one of the first victims of this tragic event to be identified was one of my most noted constituents, Mr. Roy Mason, a historian who died of his burns despite the heroic efforts of police and bystanders to extinguish the flames that were engulfing him?

On many occasions when I have visited the ground, the narrow passageways at the back of the ground have caused me concern. I recognise, however, that it is easy to be wise after the event.

Does my right hon. and learned Friend appreciate that this is a personal tragedy for the chairman of Bradford City football club, Mr. Stafford Heginbotham, who has adopted a tough and imaginative approach to the problem of crowd violence to prevent it from coming to Bradford City as it has come to nearby Leeds United, and who has seen this event occur just as the club was reaching the very pinnacle of its success?

Mr. Brittan: I agree with everything that my hon. Friend has said.

Mr. Joseph Ashton (Bassetlaw): Is the Secretary of State aware that many of those who were members of the committee which looked into the question of the safety of sports grounds 11 years ago knew that it was a question of cash versus safety, and that it is clear that cash won?

Why does the Department operate the Horserace Betting Levy Board, which channels an 8 per cent. tax from that sport back into improving safety standards at race tracks, whereas football, which pays 42 per cent. by way of tax, relies on a charitable trust? Will the right hon. and learned Gentleman ask the Chancellor to allow football to be freed of that tax for a year so that the resultant £212 million may be ploughed back into football to prevent a recurrence of this tragedy? Why, if it is good enough for the sport of kings, is it not good enough for the sport of the working class?

Mr. Brittan: The Chancellor will, of course, have those remarks drawn to his attention, though the hon. Gentleman did not present the analogy completely fairly. Football betting, in the form of pools, and horserace betting are subject to tax. In addition, a levy is payable on betting which is used to finance matters relating to racing. There is no such levy in relation to football. However, in each case there is a means of financing improvements to football, in the one case by a statutory levy, and in the other by a voluntary trust. The question whether the funding is adequate and what should be done about it is a legitimate one, though I do not feel that the hon. Gentleman put the matter entirely fairly in his question.

Mr. Michael Morris (Northampton, South): As the representative of the young man who tragically died in Birmingham, I welcome the joint nature of the inquiry. Is my right hon. and learned Friend aware that in Northampton we have a wooden football stand and a wooden rugby football stand, and that one of the major stands at the county cricket ground is wooden? Should we not therefore look at the whole aspect of spectators and stands? I hope that the Government will take that on board and consider the financial implications involved.

Mr. Brittan: The question of the material of which stands are made will obviously be central to the inquiry.

Mr. Robin Corbett (Birmingham, Erdington): May I, on behalf of the thousands of loyal and sensible supporters of Birmingham City and Aston Villa, express the disgust of those supporters and fans at the hooligan behaviour at Birmingham City football ground on Saturday?

Although I do not like the form of the joint inquiry which the right hon. and learned Gentleman has announced, will he confirm that that inquiry will be free

to sit in Birmingham? Will he also consider giving councils power to close football and other sports grounds until such time as their safety standards are up to the necessary limit, in the way local councils can proceed against other businesses and take enforcement action, even if his agreeing to do so would mean delaying the start of the football season?

Mr. Brittan: I am grateful to the hon. Gentleman for his expression of disgust at the hooliganism at Birmingham. I share it. The inquiry will certainly be free to sit in Birmingham should it feel that that would be helpful and appropriate.

In answering his final question, I draw the attention of the House to the provisions of the Safety of Sports Grounds Act 1975 and the Fire Precautions Act 1971, both of which allow application to be made to the court in effect to restrict the use of premises should circumstances relating to safety make that desirable.

Sir Hector Monro (Dumfries): The whole world of sport—the Central Council of Physical Recreation, the governing body, and everybody—mourns the events of the weekend. I welcome the measures that my right hon. and learned Friend has announced, particularly the designation of the third and fourth divisions. Will that include the Scottish first and second divisions, which are equally important?

Will my right hon. and learned Friend in response to what other hon. Members have said, consult the Chancellor about the enormous sums taken from sport by way of taxation to see whether further relief can be given so that the Football Ground Improvement Trust, which does an excellent job, can ensure greater safety at grounds before the beginning of next season, so that all sports fans in the United Kingdom can enjoy their sport in safety?

Mr. Brittan: I take note of the points that my hon. Friend has raised from his experience, especially in relation to Scotland. The operation of the Safety of Sports Grounds Act in Scotland was reviewed last year by my right hon. Friend the Secretary of State for Scotland in consultation with the Convention of Scottish Local Authorities, the association of Chief Police Officers (Scotland), the Scottish football authorities and other interested bodies. At that time, it was concluded that there was no need to extend designation beyond the premier division, but the position has been kept under review and my right hon. Friend hopes that all aspects of the effectiveness of the Act in Scotland, including future designation policy, will be considered carefully within the ambit of that arrangement.

Mr. Michael Meadowcroft (Leeds, West): Is not one of the fundamental problems the fact that measures designed to improve security within sports grounds are likely to run directly counter to measures to improve safety in getting out of grounds? Does the Home Secretary agree that as well as using all possible ingenuity in taking immediate practical measures we must bear in mind that these really just buy time and that much more energy must be devoted to discovering why lawlessness and anti-social behaviour are so rife in the 1980s? Does he agree that none of us should accept that this is some kind of inevitable, malign evolution and that deeper research is needed into the underlying causes?

Mr. Brittan: The hon. Gentleman is entirely right. The underlying factors must be much more profound. He is

equally right to imply, however, that the difficulty of identifying and dealing with those factors in terms of basic social trends is likely to be such that we should be failing in our duty if we did not take such immediate practical measures as can be identified.

Mr. Anthony Beaumont-Dark (Birmingham, Selly Oak): Does my right hon. and learned Friend accept that the Bradford incident was a tragedy of Aberfan proportions and casts a blight on the entire nation? Does he also accept, however, that the death of one person in a sad, shameful and barbaric episode at Birmingham City is just as sad for the family concerned? Does he agree that those incidents may be linked by mindless acts of hooliganism of the kind that may have occurred at Bradford and certainly occurred at Birmingham City? Is not one of the most important questions to be investigated that of why a national game is becoming a national disgrace?

In this context, is there not a vital part to be played by the magistrates who, week after week, deal with hooligans who have done their worst but often impose very small fines on them? Has not the time come to ask magistrates and judges to look upon the hooligans as the criminals that they are? Is not part of the problem that of ensuring that people have the will and spirit to enforce the law as it already exists?

Mr. Brittan: We must certainly encourage magistrates to use their powers to the full, and I have done that. I am also in touch with the police with a view to giving priority to the bringing of charges which would enable the courts to impose the correct penalties. To be fair to the magistrates, however, difficulty in obtaining evidence is an important part of the problem.

As for a national game becoming a national disgrace, I yield to no one in my disgust of and abhorrence for those who make that seem to be so. Nevertheless, for the vast majority of people, both players and spectators, the game is still a perfectly decent and honourable pursuit.

Mr. Roland Boyes (Houghton and Washington): May I draw the Home Secretary's attention to early-day motion 461, which calls for a reduction in the pools betting tax? Is the right hon. and learned Gentleman aware that Mr. Jack Dunnett, president of the Football League and a former Member of Parliament, has calculated that a reduction of 0.5 per cent. would bring in £1 million? May I also associate myself with the comments of my hon. Friend the Member for Bassetlaw (Mr. Ashton) as vice-chairman of Hartlepool United and point out that the chairman, Mr. John Smart, would very much like to replace the wooden stand? Is the right hon. and learned Gentleman aware, however, that a reduction of a few percentage points in the betting levy would not compensate for the amount of work that needs to be done at football clubs? I welcome the inquiry at Bradford City, but does the Home Secretary agree that it is not inquiries but cash that is needed to improve the football grounds of this country?

Mr. Brittan: I thank the hon. Gentleman for drawing attention to the early-day motion, which my right hon. Friend the Chancellor will not have failed to notice.

Mr. John Carlisle (Luton, North): May I endorse the comments of the right hon. Member for Manchester, Gorton (Mr. Kaufman) about the Football Association's

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recommendation for a perimeter fence around the Luton football ground? Does my right hon. and learned Friend agree that in the light of the recent trouble such a recommendation is nonsense, and will he ask the Football Association to withdraw its instruction?

Does my right hon. and learned Friend agree that there is some correlation between hooliganism and safety? Does he agree that, but for hooliganism, the doors would not have been locked, more fire extinguishers might have been available and there would be no need to fence pitches? Will he spare no effort in introducing measures to correct and deter the hooligans so that once again the game can be played and watched in peace?

Mr. Brittan: I agree with the latter part of my hon. Friend's question, but I shall not be asking the Football Association to withdraw its recommendation, because such recommendations are not absolute. The green guide makes it clear that the perimeter fence is desirable, but that it must be considered in the context of security and safety as a whole, and in the context of arrangements for exits from the ground and for getting through the fence in times of emergency.

Mr. Tony Lloyd (Stretford): The Home Secretary is right to emphasise, as he has done on previous occasions, the need to consider perimeter fences in the broader context of safety generally, but in seeking to extend crowd safety measures to third and fourth division grounds will he ensure that there is also proper examination of the first division grounds at Manchester and Liverpool, for example, where it takes a considerable time to clear the crowd at the end of the game in the normal way? Does he agree that in an emergency or in a disaster in which emergency services need to come in we must have a guarantee that that aspect has been adequately considered?

Is the right hon. and learned Gentleman aware that, having put so much emphasis on control, there is now great concern about whether sufficient attention has been given to the crowd safety aspect?

Does the right hon. and learned Gentleman also agree—

Mr. Speaker: Order. I hope that the hon. Gentleman will be brief.

Mr. Lloyd: Yes, Mr. Speaker. Finally, does the right hon. and learned Gentleman agree that all these investigations will be irrelevant unless sufficient money can be put back into the game to ensure that the necessary improvements are carried out?

Mr. Brittan: On the new point made by the hon. Gentleman, I entirely agree to the extent that it would be thoroughly wrong if the anxiety naturally being expressed about third and fourth division grounds and other non-designated grounds were to detract from the effort to ensure that proper arrangements operate at designated grounds.

Mr. Eldon Griffiths (Bury St. Edmunds): Having had to deal with the no less terrible aftermath at Ibrox, may I ask my right hon. and learned Friend to take seriously the point made by the right hon. Member for Horley and Leeds, South (Mr. Rees) about problems of liaison between the Department of the Environment and the Home

Office and local authorities? Will he also take seriously the question of money and consider whether arrangements can be made analogous with those in the racing industry?

Finally, is my right hon. and learned Friend aware that a number of police officers plunged into the fire to pull out fans who in other circumstances would have been pelting them with rocks? Is he aware that the police have had more than enough casualties as a result of football games and that they look to his new arrangements for public order to give a chief officer the power to ban a match if he believes that it would constitute a threat to public order?

Mr. Brittan: My hon. Friend has considerable experience in this area, having had to deal with the aftermath of the Ibrox disaster, and I note his comments.

As for relations between the two Departments and the football authorities, I think that my hon. Friend the Parliamentary Under-Secretary of State for the Environment, who has responsibility for sport, would agree, as would the football authorities, that we try to keep in close touch. As for the public order review, I shall be announcing to the House very shortly the conclusions that I have reached, which certainly include recommendations relevant to football safety and security.

Mr. Tony Banks (Newham, North-West): This has been the most tragic football season that I can remember in more than 30 years as a regular football supporter. I welcome the Home Secretary's statement about designating third and fourth division grounds. Is the right hon. and learned Gentleman aware that this will cost tens of millions of pounds and that, despite the grants available, it could force a number of professional football clubs out of business? Surely the right hon. and learned Gentleman has heard enough from the Opposition to realise that what is really needed is an inquiry into how to get more money into the game to carry out the necessary crowd and ground safety measures. Will the Home Secretary ask his hon. Friends to set up an inquiry into how to raise this additional finance? Will he investigate the possibility of soft loans or grants from the Government being made for ground improvements? Will he consider dropping VAT and police charges? These are all measures which could put money back into the game. That is sadly needed, because, in the end, money counts, not pious thoughts.

Mr. Brittan: I note the hon. Gentleman's suggestions. I am not disregarding them, but it is not just a question of money. The hon. Gentleman would be greatly mistaken if he denigrated or played down the valuable part that can be played in deciding exactly what is to be done. Certainly, money alone will not solve the hooliganism aspect.

Mr. Peter Bruinvels (Leicester, East): Will my right hon. and learned Friend issue strict instructions to all football grounds, cinemas and all other places of entertainment that they should never again lock emergency exits? They should remind themselves that it does not matter if a few people come in without paying. What matters is that the majority of people who want to get out of the premises should be able to do so.

Mr. Brittan: The problem would not arise if the exits were manned. I note my hon. Friend's point.

Mr. Harry Greenway (Ealing, North): I speak as a life-long soccer supporter. I think that no hon. Member would cavil at the earnings of soccer players. Those who have followed the game for a number of years will note

that violence on and off the field began when big bonuses were given for winning. Would it not be right to examine this aspect in the inquiry? Is it not worth considering imposing a levy on transfer fees, because high transfer fees add to the financial tensions in the game? That measure would be helpful.

Mr. Brittan: I am grateful to my hon. Friend for those further suggestions.

Mr. Denis Howell (Birmingham, Small Heath): It is understandable that most of the questions have been concerned with the great tragedy at Bradford, but it would be unworthy of the House if hon. Members did not spend a little time on the serious law breaking at St. Andrew's on Saturday, which I witnessed. On that occasion, 96 policemen were injured and at least 1,500 people were on the pitch making a deliberate assault on the peace of the realm and the good order of our society—a serious situation which one never thought one would see in British sport. I therefore ask the Home Secretary to consider some matters arising from that incident.

The police were grossly outnumbered by between 600 and 700 law breakers on each side. The police deserve the highest praise for keeping the opposing armies apart and for preventing a general conflagration. We must ensure that two sets of sportsmen are never allowed again to create a situation—

Mr. Brittan: They were not sportsmen.

Mr. Howell: So-called sportsmen. Two separate and repeated baton charges by the police were required at both ends of the ground simultaneously over a period of 35 minutes. That was the extent of the disorder that occurred in Birmingham on Saturday, which I had the misfortune to witness, along with many other decent people, who were horribly sickened by it all.

Will the Home Secretary consider the concerted action by some of these league troublemakers, which was well planned and known in advance? There was excellent co-operation between the Leeds and the West Midlands police forces, but that was not enough to deal with the problem. We must ensure that, in such circumstances, people bent on disorder are not allowed to travel this country to break the law. I hope that the inquiry will take account of that point.

My right hon. Friends and I are concerned about the fact that there is to be only one inquiry. The Home Secretary is wrong to limit the terms of reference to the Bradford and Birmingham occurrences. *[Interruption.]* The terms of reference of the inquiry refer to Bradford City and Birmingham City football grounds, unless the terms have been changed since I received a copy. During the past two months there have been similar incidents on the Notts County, Luton and Chelsea grounds. Will the inquiry take all of those disorders into account, as it should, although they are not within its terms or reference?

The right hon. and learned Gentleman's statement did not refer to the Prime Minister's ministerial committee. I hope that that committee has not been superseded. How does the Home Secretary see the relationship between the two inquiries?

In view of the serious issues of law and order and public safety, how long will it be before Mr. Justice Popplewell reports? This is of the greatest importance if Mr. Justice

Popplewell's recommendations, which are bound to be costly, are to be put into effect in time for the beginning of the next football season.

Like the Scarman inquiry, will the Popplewell inquiry have available to it specialist advisers to consider the questions that need to be examined including how advance information and intelligence are obtained, the use to which they are put, how these incidents are exploited and how they can be prevented. Most importantly, will Mr. Justice Popplewell examine the deeper social significance of an occasion when so many hundreds of people go to a game bent on trouble? Will he consider why these difficulties persist in arising in our society?

Will the Government again look at the Chester committee's report, which recommended the creation of a football levy board? This is essential. The Home Secretary has said that the trust provides 75 per cent. of the cost of designation, but that is inadequate in view of the cost of the major structural alterations that will be required.

The right hon. and learned Gentleman referred to perimeter fencing. There is a dilemma between ensuring that those whom one does not want to be on the pitch are kept off and allowing thousands of people to use the pitch in an emergency as the only reasonable point of evacuation. Some of the gates in some perimeter fences do not match the requirements. The right hon. and learned Gentleman probably realises that and will do something about it.

Finally—*[Interruption.]*

Mr. Speaker: Order.

Mr. Howell: These are very important matters of law and order. They are distinct from questions of safety, and they justify our view that there should have been two statements.

Finally, will the Home Secretary convey our concern to the football authorities? Will he ask them to consider whether, where necessary the kick-off for important matches should be in the morning, and whether clubs whose travelling supporters have bad records should have all-ticket away matches? Most importantly, will he ensure that the licences are withdrawn from those proprietors of minibuses and coaches carrying football supporters who are seen—I understand that this happened on Saturday—to stop at supermarkets and pubs to load up with drinks?

Mr. Brittan: The right hon. Gentleman will be aware of the announcement that has been made about the Government's notices of intentions.

I take note of what the right hon. Gentleman said about the Chester committee's recommendations.

The most significant points made by the right hon. Gentleman relates to the events at Birmingham. He was right to draw attention in a very vivid way, in his accurate account of events, to the magnitude and horror of what occurred there.

As for the right hon. Gentleman's comments on the announcement, if he has time to look more closely at my statement he will see that the terms of reference of the inquiry are wider than he perhaps realised. Although the inquiry is invited to consider matters with particular reference to the events at Bradford City and Birmingham, that is not all that it is entitled to do. It is invited to look at the matter very much more broadly.

[Mr. Brittan]

The right hon. Gentleman asked about the inquiry having technical assistance. At a later stage in my statement I said:

"I shall arrange for the chairman to be assisted by appropriately qualified assessors . . . and to have available such technical advice and support as he requires."

As for the relationship between this inquiry and the measures agreed between the football authorities and the Government at No. 10 Downing street, I stressed towards the conclusion of my statement that the measures announced were

"additional to those announced on 1 April after the meeting at No.10 Downing street with the football authorities" and that the programme of measures agreed there must go ahead with renewed urgency.

British Aerospace

4.51 pm

The Minister for Information Technology (Mr. Geoffrey Pattie): With permission, Mr. Speaker, I should like to make a statement about the outcome of the joint offer of shares in British Aerospace by the Government and the company.

Approximately 264,000 applications were received from the general public, excluding institutional priority applications, for a total of approximately 790 million ordinary shares.

Preferential applications were received from shareholders for approximately 23 million shares and from employees for approximately 3 million shares. All such valid applications will be allocated in full.

Valid applications from the general public for up to 20,000 shares will be allocated a minimum of 100 shares and a maximum of 275 shares, depending on the number of shares applied for. No allocation will be made in respect of public applications for more than 20,000 shares. On this basis, allocations will be made to some 260,000 applicants for a total of some 40 million shares.

As announced on 1 May, approximately 80.8 million shares, 55 per cent. of the total offered shares, have been allocated to institutional priority applicants.

It is expected that dealings in renounceable letters of acceptance in respect of the offered shares will commence tomorrow.

Mr. John Smith (Monklands, East): Why is the language of the Minister's statement so contorted and convoluted that it is not possible to discover from it the amount that was raised in the sale? Was not the amount £550 million, and did not 55 per cent. of that go to the preferential institutions, with apparently only 2 per cent. finding its way to the employees, despite the Government's often-professed intention that shares should go to employees?

Are the Government somehow ashamed to reveal the total amount raised in the sale because of the increasing public perception that this is an exercise in selling off the furniture to pay the rent—that the money goes into the maw of the Treasury and is squandered by the Government while the public lose the prospect of future profits from a shareholding?

Have not the Government yet realised that they have finally betrayed the promise which they gave the House of Commons during the passage of the legislation that they would retain 25 per cent. of the shareholding?

The Secretary of State for Trade and Industry (Mr. Norman Tebbit): Not again.

Mr. Smith: The Secretary of State for Trade and Industry shakes his head and says, "Not again." It is not surprising that the House of Commons should remind Ministers about their breaches of promises to the House. We shall continue to remind the Government that they gave a solemn undertaking to retain 25 per cent. of the shareholding to preserve the British national interest and that they have evacuated and abandoned that commitment.

Mr. Pattie: On that last point, the right hon. and learned Gentleman asked a similar question on 1 May. The answer that he was given then, he will not be surprised to know, has not changed since. The undertaking given by the Government in 1981 was to safeguard the national

FOOTBALL TRUST AND FOOTBALL GROUNDS IMPROVEMENT TRUST

History

The Football Grounds Improvement Trust (FGIT) was formed by the Pool Promoters Association (PPA) (comprising Littlewood, Vernons and Zetter Pools) in 1975 to help fund work required to meet standards prescribed under the Safety of Sports Grounds Act. Grants are paid to clubs to meet required improvements at a rate of 75 per cent. FGIT was established with the direct support of the then Minister for Sport, the Rt Hon Denis Howell. Its funds are provided by the capitals PPA from the proceeds of their 'Spot the Ball' competition which is not subject to duty.

The Football Trust (FT) was established in 1979 and now receives the "Spot of Ball" revenue, passing 54 per cent to FGIT. The FT also funds community and anti-hooliganism schemes. The Chairman of the Football Trust is Lord Aberdare; and of FGIT, Mr Tom Wharton. The Prime Minister is to meet Lord Aberdare on Wednesday, 15 May to discuss FT support for the package of anti-hooliganism measures agreed with the football authorities on 1 April. The PPA's support for the FT&T-GIT funds at £7 million a year.

FGIT has contributed to the cost of all those designated clubs in meeting required standards and, as the call for support for this purpose has lessened, has moved on to help fund other non-statutory ground improvements. It would take a considerable time for the football authorities to assess the cost of applying the Safety of Sports Grounds Act to the Third and Fourth Divisions.

SUPPLEMENTARIES

- Q.1 Government financial support for clubs having to meet Safety of Sports Grounds Act requirements?
- A.1 Hope and expect that the Football Grounds Improvement Trust will continue to aid clubs' expenses in this respect.
- Q.2 Government should help: not enough to rely on FGIT and clubs who still have to meet 40 per cent?
- A.2 Will be discussing with all concerned the details of proposal to extend designation under the Safety of Sports Grounds Act, but it is clear that clubs, like other entertainment businesses, have a responsibility for the safety of their clients.
- Q.3 Over-reaction: Third and Fourth Division clubs don't have large enough gates to justify (or pay for) these measures? Bradford promoted anyway?
- A.3 Tragic events show need. Cup competitions and local derbies increase crowds for particular matches.
- Q.4 Government/Sports Council money for rebuilding stand?
- A.4 Too early to comment. Concern at the moment for those killed or injured and to learn lessons for the future.
- Q.5 Extension to other sports grounds; revision of green code, etc?

- A.5 Dependent on outcome of inquiry.
- Q6. Designation of 3rd and 4th Division Football Grounds:
How is policy to be implemented?
Where is funding to come from?
- A6 I will be discussing implementation urgently with the Football authorities and, with my hon. Friend the Minister of Sport, with the Football Trust and the Football Grounds Improvement Trust.
- Q7. But isn't the Government going to provide any money?
- A7. We will obviously consider the position in the light of our discussions.
- Q8. What about the perimeter fencing - is the Government still pressing on with this, despite the Bradford incident?
- A8. The designation requirements include the ability to evacuate grounds and stands speedily. Perimeter fencing which did not meet these requirements would not be approved under the safety certificate.

E.R.

WHAT ACTION COULD HAVE BEEN TAKEN TO COMPEL IMPROVEMENTS?

Safety of Sports Grounds Act 1975

Section 10 provides for the licensing authority (County Council) to apply to the court for an order to prohibit or restrict the admission of spectators to the whole or any part of a sports ground if the court is satisfied that the risk to spectators is sufficient. Section 10 applies to all sports grounds which in the Act means any place where sports or other competitive activities take place in the open air and where accommodation has been provided for spectators.

Fire Precautions Act 1971

Section 10 of the Act provides that, if the fire authority are satisfied that the risk to persons in case of fire is so serious that, until steps have been taken to reduce the risk to a reasonable level, the use of the premises ought to be prohibited or restricted the authority can apply to a court for an order. This section not only applies to premises which are designated under the 1971 Act but also to premises which can be so designated and thus to sports grounds.

Health and Safety at Work etc Act 1974

The provisions of the Act and the general duties that the legislation imposes extend to the Bradford Football Club ground. However, HSE takes the view that, where other legislation is more directly applicable (eg the Safety of Sports Grounds Act 1975) this should generally be the basis for any action which is taken in relation to safety matters.

CONCLUSION

The Chief Fire Officer of West Yorkshire has confirmed that the fire authority did not regard Bradford City stadium as a serious fire risk to justify action under section 10 of the 1971 Act in view of the low attendances in recent months. It is assumed that the County Engineer reached a similar view with regard to the similar powers contained in the 1975 Act.

Background Note on the Safety of Sports Grounds Act 1975

How the Act works

The Home Secretary has power under the Safety of Sports Grounds Act 1975 to designate any sports stadium with spectator capacity of more than 10,000, as requiring a safety certificate under the Act.

The effect of designation is to require the club (as occupier of the ground) to obtain a safety certificate from the local authority; and the latter are required to impose a spectator ceiling, but also have discretion to impose such other conditions as may be necessary in the interests of spectator safety.

Home Office guidelines (published in 1976) not only cover such basic matters as gradients of gangways, crush barriers and crowd flow hazards, but also a range of recommendations more specifically related to crowd behaviour, such as pitch perimeter fences, segregation of supporters and all-ticket matches. There is no evidence that authorities do not follow these guidelines or that clubs do not comply with the conditions imposed.

Existing designation policy

All the grounds of clubs in the 1st and 2nd Division of the Football League have been designated; and a handful of so-called international grounds. The grounds of clubs promoted into the 2nd Division at the end of each season are designated each year. The grounds of relegated clubs remain designated, which means that nearly half the current 3rd Division grounds are in fact already designated.

It has always been the expectation that designation should eventually be extended to the 3rd and 4th Division clubs. The Wheatley Report envisaged this.

Position of Rugby grounds

The Wheatley Report also envisaged ultimate designation of 1st and 2nd Division Rugby League grounds, which were regarded as on a par with 3rd and 4th Division

Football League grounds.

When the question of extending designation of the 3rd and 4th Division Football grounds was raised with D of E in 1982, the Home Office (G3 Division) also approached the Rugby League and Rugby Union, warning them that designation might be extended to their grounds too, and seeking information about ground facilities and spectator attendance patterns. This proved rather difficult to get (though both the Rugby League and Rugby Union were extremely co-operative). But the final outcome (only recently assembled) indicated a clear parallel between 1st and 2nd Division Rugby League grounds and 3rd and 4th Division Football grounds, in terms of peak attendances, such as to suggest a prima facie case for pulling in the 1st and 2nd Division Rugby League grounds, if and when the 3rd and 4th Division grounds are designated.

There is however a special financial problem over designation of Rugby grounds, in that FGIT funds are not available to Rugby clubs.

This is a point that the Inquiry might look into: if any special funding arrangements are made for the 3rd and 4th Division clubs, it would be only equitable to ensure that they applied also to Rugby.

FOOTBALL

Football A

Will the Government provide extra money for football safety?

General Line to Take

Mon 2/4/85
Received
AFL

My RHF the Home Secretary and my RHF the Minister for Sport will be discussing the implementation of the measures announced yesterday with the Football Authorities and the Football Trust. The Government recognises, of course, the substantial cost of the designation of third and fourth division grounds, but before reaching any decisions on whether additional help is required we need to establish:

- i) the likely costs, and
- ii) the availability of finance through the Football Grounds Improvement Trust, which gives grants to clubs to meet required improvements at a rate of 75%. *and has already*

Present position

*given £20m for safety rather
of improvements.*

I remind the House that:

Football

- i) the clubs promoters provide about £7 million a year to the Football Trust of which more than half goes to the Football Grounds Improvement Trust for ground improvements at football league clubs. *hrr*

*of sports we
both compete*

- ii) That due to lack of applications for ground development projects, the Football Ground Improvement Trust accumulated £3.3 million in its bank balance ^{*in 1984*}. That money was distributed, on the initiative of the football league, as retrospective grants to those clubs which had already received grants from the Trust - that is mainly to first and second division clubs, *not third and fourth division clubs*

i) That football league clubs received £5½ million a year from Pools promoters. [2½ copy new figures]

iv) That football itself has a duty to its customers and that substantial sums are spent on transfer fees and wages. [42½]

Linking of Bradford and Birmingham

As my RHF the Home Secretary made clear, the 2 incidents were totally different in character. But there is no question that the issues of crowd safety and crowd control are linked. That was evident from every question asked by hon Members opposite.

Perimeter fencing

As my RHF the Home Secretary made clear yesterday, the requirements for designation under the 1975 Act include the ability to evacuate grounds and stands speedily. Perimeter fencing which did not meet these requirements would not be approved under the safety certificate.

Football hooliganism

Following my meeting with the Football Authorities on 1 April, the Government undertook to introduce a substantial package of new measures including control of the sale of alcohol at grounds. The Football Authorities are still considering a number of further steps and I hope will be responding shortly.

Relationship between Popplewell Inquiry and previous measures

The measures announced by my RHF yesterday and in measures taken following Mr Justice Popplewell's inquiry will be in addition to those already announced.

Immediate action before next football season

My RHF the Home Secretary announced yesterday that he was asking Chief Fire Officers to visit sports grounds in their areas to advise management on what steps they should take to secure proper standards of crowd safety in their particular circumstances.

Moby Rourke

BRIEFING FOR PRIME MINISTER

Football income from the Pools

The Football League clubs receive funds from the Pools in 2 ways:-

a) in payment for the use of League fixture lists. A recent agreement (applying for 9 years) gives the Football League 2½% of pools turnover, net of pool betting duty, for the weeks of the British season. Currently this provides income of £5.3m. 25% goes to the Scottish League; the remaining 75% (nearly £4m) is divided equally between the 92 Football League clubs;

b) via the Football Grounds Improvement Trust (FGIT), established in August 1975, and the Football Trust (since late 1979). These Trusts receive a percentage (originally 10%, now risen to 20%) of the turnover of the Spotting the Ball competition - currently, £7.1m a year. Total payments to date are £36.9m, divided as follows:-

- August 1975 - December 1979 - £8.3m (FGIT)
- 1979 - April 1985 - £28.59m (both Trusts).

Since the Football Trust was established, 60% of its income has gone to FGIT. Last year the proportion was reduced to 54%. Total spending on safety work is in excess of £20m.

Pools profits

In their last financial year the 3 Pools companies (Littlewoods, Vernons, Zettlers) declared profits of £15.5m. The figure for the British season of football was £12.1m. The PPA make a point of saying that their total payment to football, in copyright and for the Trusts, is about £11m - almost the same as their own profits.

FGIT payment to clubs this year

Late in 1984 there was controversy between the Football Grounds Improvement Trust and the PPA when the latter found that £4m had been accumulated in that Trust's bank account. This had been accumulated because of a slow take-up of grants for improvement and safety at grounds. Most of the safety work for designation (in Division 1 and 2 clubs) had of course been completed. There was much argument about the use of these funds. Ultimately, Mr Jack Dunnett, President of the Football League, persuaded the PPA and the FGIT Chairman, Mr Clifford Barclay, that there should be payments to clubs giving them, retrospectively, a higher rate of grant for safety and improvement work completed. As in most cases the work had been done and paid for, the money provided - a final total of £3.3m - merely assisted clubs' current cash flow. Attached is a list of clubs in England, Wales and Scotland who received these payments and the amounts involved.

We understand the PPA agreed this as a favour to Jack Dunnett, whom they wished to support as League President; he was under attack from some clubs for the nine year copyright deal he had agreed with the PPA, virtually single handed, in December 1984.

The FGIT Chairman, Mr Clifford Barclay, subsequently resigned.

Line to take

I applaud the generous support given to football by the Pools Promoters Association in their funding of the Football Trust and the Football Grounds Improvement Trust. Those two Trusts have done a marvellous job, giving the clubs substantial funds to help them improve their grounds and make them safe. We anticipate that similar help will now be given to the clubs in Division 3 and 4.

[It is a great pity that earlier this year some £3.3m accumulated by the Football Grounds Improvement Trust was paid out to clubs, at the instigation of the Football League, in retrospective extra grants for work already done. I am sure this money helped clubs with their cash flows in January and February but it would be very useful now for safety work that the tragic events at Bradford City have shown us all to be vital.]

David Teasdale

DOE.

212-7106

MR ALISON

file ✓

cc Mrs Ryder
Mr Flesher

The Prime Minister is meeting
Jim Lestor and members of the All-Party
Committee on Football Hooliganism at
4 pm on Thursday.

I have arranged for Neil Macfarlane
and Giles Shaw to attend as well. The
Home Office will be providing a briefing
note, in consultation with DOE, the night
before.

Mark Addison

13 May 1985

Football
Videance.

cf. Football file pl.
MEB 14/5

TO BE CHECKED
AGAINST DELIVERY

1500

13.5.85

HOME SECRETARY'S STATEMENT ON FOOTBALL GROUNDS: FIRE AND

MEB

DISTURBANCES

With permission, Mr Speaker, I should like to make a statement.

The entire nation has been horrified and appalled at the terrible tragedy at Bradford City football ground on Saturday. I know that the whole House will wish to join together in expressing our deepest sympathy for the families and friends of the dead and of the many who were injured, some of whom remain critically ill.

The fire started just before half-time, at about 3.35 p.m., under the floor at one end of the main stand.

The stand was an old one made of metal and timber with a bitumen and felt roof, and the fire spread extremely rapidly. There were about 3,000 people in the stand. The majority managed to move down onto the pitch; but a number tried to escape through the exits at the rear and found themselves trapped in a narrow alley between the back of the stand and the wall of the ground. In accordance with long established practice at sports grounds, the gates were locked to prevent unauthorised spectators gaining admission. It was here that many people died.

The Chief Constable of West Yorkshire has informed me this morning that he is satisfied that no more than 55 and no less than 51 persons died at the ground. Two others have died in hospital. The bodies of most of those who died at the ground have not yet been identified.

/In addition

In addition, over 200 people were injured, of whom 60 are still in hospital. 22 policemen were injured, of whom two are in hospital; and three firemen were injured, none of whom is still in hospital.

The cause of the fire has not yet been ascertained, but a team of detectives from the West Yorkshire police, assisted by forensic scientists and members of the West Yorkshire fire brigade, began sifting through the debris as soon as it had been made safe to do so. The police have asked for witnesses to come forward who might be able to give evidence about the possible cause of the fire, and it is essential that members of the public should give every assistance.

I should like to pay tribute to the courage and professionalism of the police and fire services. No-one who has seen the film of the events can doubt that as much as could be done was done to get people out of the stand, and then to deal with the aftermath of the fire. I would like also to express the warmest appreciation for the dedication and skill of the medical and pathological teams, the ambulance service and all the hospital and voluntary agencies who have since been working day and night, treating the injured and consoling the bereaved.

Further, the House will be aware that at Birmingham on the very same day many people were injured and subsequently one spectator died as a result of serious crowd disorder at the match between Birmingham City and Leeds United, arising from violence by groups of fans from both clubs. There were repeated invasions of the

pitch, missiles were thrown, and the police were attacked. In all there were 125 arrests, 96 police officers required medical treatment, of whom two are still in hospital, and over 80 spectators were injured. Some of the injuries were caused when a wall collapsed following a surge in the crowd, and it was a boy of 15 who subsequently died of the injuries he received.

This was a further example of disgraceful football violence, which illustrates the link between the problem of crowd safety and the problem of crowd control. With regard to this incident inquiries are of course also being made by the Football Association.

Investigations at Bradford are continuing and inquests will be conducted both there and at Birmingham. I shall expect to receive further reports in due course giving the conclusions of the police, forensic and fire brigade inquiries in Bradford and of the police inquiries in Birmingham. But over and above these particular investigations and hearings, the magnitude of these events demands that urgent steps should immediately be taken to examine what can be done to prevent such incidents. With my Rt Hon friend the Secretary of State for Scotland I have therefore asked Mr Justice Popplewell to chair an inquiry with the following terms of reference:

"To inquire, with particular reference to the events at Bradford City and Birmingham football grounds on 11 May, into the operation of the Safety of Sports Grounds Act 1975; and to recommend what if any further steps should be taken, including any that may be necessary under additional powers, to improve both crowd safety and crowd control at sports grounds."

I understand that Mr Justice Popplewell will visit Bradford tomorrow.

The inquiry's fundamental task will be to ensure that the demands of safety, on the one hand, and control, on the other, are not only each satisfied in themselves but also satisfied compatibly with each other. A subsidiary but important task will be for the inquiry to review what is known as the "Green Code", that is the "Guide to Safety at Sports Grounds", which provides guidelines for local authorities as to the conditions that they should require of clubs that seek certification under the 1975 Act. I shall ask that the inquiry should proceed with all possible speed, taking account of and supplementing, as necessary, the findings of the current police, forensic service and fire brigade investigations. I shall arrange for the Chairman to be assisted by appropriately qualified assessors - for example from the police and fire services - and to have available such technical advice and support as he requires. He will of course be able to make any further factual inquiries into what happened that he thinks necessary. If the Chairman thinks it necessary or desirable, I and my Rt Hon friend will welcome any interim report or recommendations he wishes to submit.

In addition, and in parallel with the work of the inquiry, I have decided to designate all grounds in the Third and Fourth Divisions of the Football League so that they become subject to the system of safety certification under the Safety of Sports Grounds Act 1975. The effect will be to require such clubs to apply for certificates

from the relevant local authority specifying in considerable detail what physical conditions and management practices - including as to fire precautions - must be followed. The Government announced only on 1 April that we should be extending designation to Third and Fourth Division grounds but starting with those with a record of club violence. It is plain, however, that the time for selective action has passed, and I shall accordingly be discussing with the football authorities immediately how universal designation may be implemented as soon as possible. It will, of course, be for the inquiry to recommend any changes in the present certification procedures or any other steps that should be taken to improve crowd safety and control. But I can see no reason why designating the Third and Fourth Division clubs or any of the other steps announced on 1 April should wait on their conclusions. It is clearly important that the public should be given all the protection that the existing law allows as quickly as possible, and that any measures to enhance safety and security that can be introduced speedily as a result of the work that has currently been proceeding should be implemented at the earliest possible date.

To ensure that the measures I have announced of a swift inquiry and a new programme of designation do not leave gaps meanwhile in public protection, I am asking chief fire officers immediately to visit uncertificated sports stadia in their areas to advise management on what steps they should take to secure proper standards of crowd safety in their particular circumstances. They will no

/doubt wish to

doubt wish to discuss amongst other matters the opening and locking of gates at sports grounds. Whilst I imagine such visits will be the more comprehensive if chief fire officers are accompanied by other members of the local authority safety teams, this work will brook no delay and, for that reason, I consider the duty to fall best initially on chief fire officers.

I must stress that the measures announced today are additional to those announced on 1 April after the meeting at 10 Downing Street with the football authorities. That programme of measures agreed to combat football hooliganism goes ahead with renewed urgency.

The events at Bradford and Birmingham were in their different ways both tragic and sickening. Nothing will wipe away the memory of that terrible afternoon. But our task now must be to take urgent steps to minimise the chances of recurrence. The measures I have announced today are designed to that end. I will report to the House in due course on their progress and outcome.

D. R.
PRIME MINISTER

Charles has now been in touch directly with the police re. Bradford City football fire.

52 people have been confirmed dead (of whom only one is identifiable), but there are another 31 people still missing and the fear must be that they are also dead. The police are not saying this for the moment. There are 226 people injured of whom 24 are still in hospital. 23 police have been injured of whom 3 are still in hospital.

There will be a meeting in the Home Office of officials this afternoon. The Home Secretary will attend the later stages of this meeting to discuss his statement etc.

Latest radio news has been carrying the news that you have been in touch with the Chairman of Bradford City.

Rosemary

12 May, 1985

→ Bernard Ingham

PRIME MINISTERFOOTBALL HOOLIGANISM

Bernard Ingham's note, recording his meeting with the Football Trust, is for information only at this stage.

You are meeting Lord Aberdare, Chairman of the Trust, on 15 May. The Football Association are strictly due to report by Monday 13 May (six weeks after their first meeting with you). I understand they are indeed aiming to write next week.

You will be taking stock of where matters now stand when the Football Association have reported. At that stage you will be able to consider the ideas suggested by Bernard on pages 4 and 5 of his note, and how far these are points for the Government, or for the football authorities themselves, to pursue.

Incidentally, the signs are that the pressure will need to be kept up. I hear they are likely to agree with the Football Trust's assessment of the practical difficulties concerning membership cards; they are also apparently likely to be doubtful about the prospects of changing their rules to get round the "all reasonable precautions" point.

Mark Addison (Duty Ask)

ff

MARK ADDISON

8 May 1985

SL3AFQ

CONFIDENTIAL

1. MR ADDISON
2. PRIME MINISTER

FOOTBALL TRUST

Today I had lunch with Richard Faulkner, Secretary of the Football Trust, and Grattan Endicott of Littlewoods Pools. It produced a very worthwhile discussion on the problem of hooliganism in advance of your meeting with Lord Aberdare, Chairman of the Trust. Your meeting with Lord Aberdare will fortuitously precede a meeting of the Trust's Council.

First, Messrs Faulkner and Endicott said that your intervention in this issue had "disturbed" the complacency of clubs. It was a most important signal. But they could not be sure that they had yet been shaken out of their complacency. Much depended on the follow-up to your meeting with the Football Association and the Football League. They were, however, convinced that the pressure needed to be maintained if things were to improve next season.

They added that, given the game's history, there would undoubtedly be further incidents next season. The important point was to minimise them and gradually - the quicker the better - to recover the game for the ordinary, decent and peaceful supporter.

They were, however, somewhat resistant to the idea of making grounds safe for families. Soccer had never been a sport for families, as such; what we needed to do was to make it safe for fathers to take their sons to matches. It was inconceivable to them that so-called "family" stands - ie for fathers and sons - should be fenced.

They did, however, agree that the priorities were to keep spectators off the pitch; to enact similar legislation to that in Scotland on alcohol, making sure that this covered hire vans as well as trains and motor coaches; to ensure that football trains were "dry" and properly policed by the club (supported by British Transport Police); and to ensure that club managements took a tough line against hooliganism at the beginning of the 1985-86 season.

/I said that

CONFIDENTIAL

I said that the Luton v. Millwall had been a watershed, not necessarily because it was the worst incident but because - perhaps because of television - it had engendered the thought, after the miners' strike, that this kind of behaviour simply could not be allowed to go on.

You were acutely aware of the need for any solution not to put the poorer clubs out of business and that any membership card system should not prevent the ordinary, decent but casual fan from going to a match anywhere in the country.

But you did expect action - and there could be no prevarication. It was a political imperative that next season behaviour at football matches should improve - and be seen and felt to improve. You meant business and that should be communicated to the sport.

By way of response, Messrs Faulkner and Endicott emphasised their concern to improve behaviour in the sport. They revealed (at my prompting) their reservations about:

i. boards of directors - not generally very good, or politically sensitive or bright;

ii. football managers - they agreed with my contention that managers would be better occupied looking after the players instead of giving press conferences after a match where all sorts of trivia were given currency and provocative statements made. (I said that if I were a football chairman I would ban my managers from giving post-match press conferences since the objective of sports journalism must be primarily to report on the game.)

iii. media - they said they were generally a poor lot; failed in other areas of journalism, with notable exceptions; merely gossip columnists who had no idea how to handle your intervention in football hooliganism (and had all too readily handed it over to political correspondents).

NB: I have an extremely poor view of football writers but the attitude of Messrs Faulkner and Endicott struck me.

/Against this

CONFIDENTIAL

3.

Against this background, Messrs Faulkner and Endicott sought to make the following points:

- the Football Grounds Improvement Trust takes 54% of the income from pools (of which Littlewoods supplies 75%)
- this Trust is independent (though under the umbrella of) the Football Trust which benefited from 46% of the Trust's income. This money was devoted in part to the grass roots of soccer - eg inner city grounds and changing rooms and community projects associated with soccer. The Government must be careful not to cast doubt on the availability of funds for these sporting/community projects by its concentration on making grounds safer.

Their priorities, in the light of your intervention would be:

- perimeter fencing on designated grounds;
- video recording (they apparently have an excellent case study of the value of cameras in Yorkshire grounds); they are prepared to fund the provision of these cameras on designated grounds to a value of £25,000 per club.

They added that they already met the cost of policing inside grounds. BUT they had the greatest reservations about identity cards for the Football League on grounds of present practicability.

I believe that this was the main point they wished to get over to me. They said that the technology undoubtedly exists, but they doubted the capability of the sport, even with their help, of introducing it quickly.

Instead they would like to see a limited experiment, by way of the resurrection of the FA Travel Club for England internationals and Football League club matches abroad, - ie anyone wishing to travel to

/see England

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see England or an English club play abroad would have to have an FA membership card (which could be withdrawn) and would have to travel by approved (and policed) transport. (This would of course require host clubs elsewhere in the world to refuse to sell tickets to English fans on the day. This meant that the problem would not be cracked unless we could win the support of overseas football authorities).

I asked about Scotland, Northern Ireland and Wales. They said England was the problem and we should concentrate upon it. Northern Ireland and Wales presented no problem on the international circuit and, while Scotland had unjustifiably persuaded the UK that it was blameless, the real problem existed in England.

I then raised a number of presentational/public relations points. What mattered, I argued, was that clubs should set the right tone - and absolutely reject hooligans as fans.

They agreed to support the following ideas if approved by you:

- Agree that under the chairmanship of the Director of Information, Department of the Environment; Brian Mower, Director of Information Home Office; and I should devise a presentational campaign (for your approval) for introduction from the first matches of the next season in August? (We would of course consult the Football Trust, Football Association and Football League.)
- Agree that the essential elements of such a campaign should be:
 - designation of 1985-86 as Stop the Hooligan Season
 - persuade the football pool companies to carry the message - eg from the new chairman of the Sports Council - in all their publicity (we are knocking at an open door)

/- agree we persuade

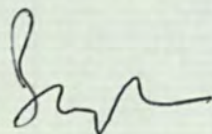
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5.

- Agree we persuade each club to carry a similar message in their first programmes - and updated for subsequent issues
- Agree we persuade the Chairmen of each Football League club - regardless of Division - to broadcast at the beginning of the season (and repeated as updated as necessary) over the club tannoy a determination to stamp out hooliganism and to support the police
- Agree we organise the television sports broadcasters to put over this message on every pre-season (and subsequent) programmes
- Agree we arrange for a big promotional effort by goalkeepers (who are in the front line of missiles) to persuade the fans that enthusiasm, enjoyment, exuberance is one thing; violence is entirely another and will not be tolerated.

Much of this will depend on the response, expected shortly, of the Football Association and Football League. But the Football Trust have the money and I believe they have considerable leverage on the FA and FL.

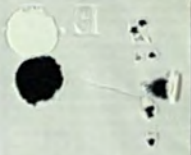
This minute should be considered before you see Lord Aberdare.



BERNARD INGHAM
7 May 1985

CONFIDENTIAL

Football
neoriganism



MR ADDISON

I have set up this football hooliganiam meeting for Wednesday 15 May at 0900. I have not done anything about briefing.

CR.

18 April 1985

Spoke to Phil Dykins. The thing would be awkward, but is unavoidable (difficulty is that FA will be a bit put off reporting to PM, if not have reported).

MEA 18/4

0550.20149.

736.0825.

PRIME MINISTER

Football Hooliganism

388,4504.
" 7738.

F.T.

At the meeting with the Football Association and the Football League, you said you intended to have a meeting with Lord Aberdare, Chairman of the Football Trust. Mr Macfarlane has since indicated to Lord Aberdare that we will be getting in touch to arrange the meeting.

The Football Trust will play an important part in ensuring grounds take effective action to combat hooliganism, once the Football Association come up with a package of proposals. In particular, the Trust will be important in the area of close-circuit TV, fencing and membership cards. You gave the Association six weeks to report back to you, and it would probably be worth seeing Lord Aberdare before that deadline expires. This should ensure the Football Trust are as receptive and helpful as possible once the FA come up with a package.

Content for us to arrange a meeting? If so, would you wish to have any colleagues present, or to see Lord Aberdare on your own?

MESA

Yes - it would be helpful to have Neil Macfarlane and

Mark Addison
16 April 1985

Caroline.

Can we speak pl?

M. 17/4



10 DOWNING STREET

BF 15/4

Football looking ansin

Ring Phil Pykins
(M. Jarvis's office) - re
meeting with Lord Mordaunt -
Football Trust.

M&A 9/4

DOE to consider when & how best
to arrange PM meeting with Lord A.
Maybe sensible to wait for the FA to
reply first.

M&A 15/4



10 DOWNING STREET

From the Private Secretary

15 April 1985

The Prime Minister has seen the comments from the Magistrates' Association, sent under cover of your letter to me of 2 April, and finds them very encouraging.

I am copying this letter to Giles Shaw (Home Office).

(Mark Addison)

Philip Dykins Esq
Department of the Environment

✓

CONFIDENTIAL

MR ADDISON

13 April 1985

MTG BETWEEN THE PRIME MINISTER, LORD ABERDAIRE AND
NEIL MACFARLANE ON WEDNESDAY 15 MAY 1985

You will recall that the Prime Minister asked to see Lord Aberdaire, who is the Chairman of the Football Trust. This Trust pays and supports much of the pitch safety expenditure made necessary by designation under the Safety at Sports Grounds Act, 1975.

There is also in existence a second Trust - the Football Grounds Improvement Trust. This is also concerned with safety and although Lord Aberdaire is not directly involved in this Trust, I am told he can answer questions about this. I have asked for balance sheets of these two Trusts to be provided to the Private Office.

The Bradford City Horror on 11 May

23 of 92 league grounds have structures which date from before the First World War. The issues which the Prime Minister will need to consider and on which she probably has firm views already are as follows:

1. Whether to designate all or some of the Clubs in the Third and Fourth Division under the above Act.

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- 2 -

2. Whether to close all or some of the remaining wooden stands under the powers in this Act and under the Green Code issued by the Home Office, setting out the guidelines for safety. (I have asked the Home Office to send this code as quickly as possible.)
3. How much and whether to assist financially Bradford City Club to rebuild its stadium?
4. Whether the fences on the pitch can either be interspersed with gates manned by wardens or whether the engineering exists to make electrically-operated fences that would contract or withdraw at a switch.
5. Whether exit doors can be electrically-operated or at least manned by wardens who can open them at a moment's notice, and whether there should be emergency door or gate opening levers inside stands (of the emergency communication cord type).

H. Booth

HARTLEY BOOTH

CONFIDENTIAL

A MAJOR POOLS INITIATIVE IN SUPPORT OF FOOTBALL



A background paper on the work of the Football Trust,
and of the Football Grounds Improvement Trust,
and the role of the Pool Promoters
in establishing the Trusts
and in contributing to Football by this means.

MARCH 1985



Second Floor, Walkden House, 10 Melton Street, London NW1 2EJ. Tel: 01-388 4504.

Chairman: The Rt. Hon. Lord Aberdare G.C.St.J.

Deputy Chairman: Sir Norman Chester C.B.E.

Secretary: Richard Faulkner

92 6/4

WITH COMPLIMENTS

RICHARD FAULKNER

CONQUEROR



Second Floor, Walkden House, 10 Melton Street, London NW1 2EJ. Tel: 01-388 4504.

Chairman: The Rt. Hon. Lord Aberdare G.C.St.J.

Deputy Chairman: Sir Norman Chester C.B.E.

Secretary: Richard Faulkner

PRESS RELEASE

FOOTBALL TRUSTS READY TO RESPOND TO
ANTI-HOOLIGANISM INITIATIVES

POOLS' AID TO LEAGUE CLUBS NOW £11m. A YEAR

The contribution from Pools Companies Littlewoods, Vernons, and Zetters to British Football is now running at around £12.5m a year, and a major proportion - about £11m - goes directly to League clubs.

This information is contained in the latest Report on the work of the two independent Trusts - The Football Trust and The Football Grounds Improvement Trust - which were set up by the Pools to benefit the game at all levels and are funded entirely from their Spotting-the-Ball competition.

The Report ("Providing for the Benefit of Football") shows just how much is being done to combat the menace of hooliganism and makes clear that the Trusts are ready to respond financially to further requests from the Government and football authorities to help the game solve its problems. Initiatives already taken:

- * Grants totalling £19m since 1975 to League clubs to assist with ground safety measures arising from the Safety of Sports Grounds Act.
- * Assistance towards the installation of closed circuit television at 11 major League grounds.
- * Establishment of £1m fund to help League clubs with cost of policing.
- * Grants to British Rail, local authorities, and clubs towards major transport improvements (e.g. new railway stations at Watford and Leeds, improvements at Nottingham and Wembley, new visitors' coach park at Aston Villa, etc.)
- * Commissioning University research into causes of hooliganism.

Secretary of the Football Trust Richard Faulkner said today that copies of the Report were being sent to all members of Parliament, all Clubs in the Cannon and Scottish Football Leagues and many other bodies concerned with the game. Mr. Faulkner commented " Thanks to the generosity of the Pools Companies football now has a significant amount of money available to it to assist with tackling its difficulties. We now receive over £7m a year from Spotting-the-Ball and whilst we could certainly put to good use any additional sum which might be provided - from a reduction in Pool Betting Duty for instance - we believe we can play a major role in any new initiative agreed by the Government and football authorities."

Further information:
Richard Faulkner
01-388-4504 (Office)
01-542-6126 (Home)

1st April, 1985.

"SPOTTING-THE-BALL" - Contributions to Football:

THE FOOTBALL GROUNDS IMPROVEMENT TRUST:

Competitions No. 1 to No. 155 inclusive

No. 801 to 852

No. 901 to 928

Period from 16.8.1975 to 9.2.1980

TOTAL CONTRIBUTION: £ 8,307,163

THE FOOTBALL TRUST :

Competitions 929 (16.2.80) to 952 (26.7.80)	1,879,972
001 (2.8.80) to 052 (25.7.81)	4,506,328
101 (1.8.81) to 153 (31.7.82)	4,950,216
201 (7.8.82) to 252 (30.7.83)	5,548,214
301 (6.8.83) to 352 (28.7.84)	6,329,937
401 (4.8.84) to 432 (9.3.85)	4,391,917

£ 27,606,584

TOTAL, The Football Grounds Improvement Trust AND

The Football Trust: £ 35,913,747

(Since 16.2.80 the contributions to the Football Grounds Improvement Trust have been channelled via the Football Trust and are included in the above figures).

with the
compliments of

**GRATTAN
ENDICOTT
GRATTAN
ENDICOTT
GRATTAN
ENDICOTT**

Divisional Product Services Manager

Littlewoods Pools
Walton Hall Avenue,
Liverpool L67 1AA,
Merseyside.

Telephone 051-525 3677

This background paper explains the roles of the Football Trust and Football Grounds Improvement Trust, and describes the main objects of their grant policies. Readers who would like further information about the pools' contribution to football, or about the work of these two Trusts should contact one of the following:

Grattan Endicott
Littlewoods Pools
Walton Hall Avenue
Liverpool L67 1AA Telephone 051-525 3677

Richard Faulkner
The Football Trust
Second Floor, Walkden House
10 Melton Street
London NW1 2EJ Telephone 01-388 4504

Glynis Firth
Football Grounds Improvement Trust
319 Clifton Drive South
Lytham St Annes
Lancashire FY8 1JG Telephone St Annes (0253) 729421

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Providing for the benefit of football

For many years Britain's three major pools companies (Littlewoods, Vernons and Zettlers) have contributed large sums of money to British football. Since 1958, "copyright" payments, worth about £5.5 million for 1984-85, have been paid to the football authorities for the use of their fixture lists on the pools coupons.

In 1975 the Pool Promoters Association began to donate a significant proportion of the turnover from their Spotting-the-Ball competition to assist League clubs to meet the large expenditure made necessary by the Safety of Sports Grounds Act 1975. The contribution from the proceeds of Spotting-the-Ball was greatly increased in 1979 to enable financial assistance to be given to the game generally with particular emphasis on tackling any associated social problems. This was further increased during 1984 to establish a fund to assist League clubs with the cost of policing their grounds.

Decisions about the use of this money, the grant-giving policies and the consideration of individual cases have been placed in the hands of two legally independent Trusts, established by Trust Deeds.

The Football Trust

The Football Trust is a widely representative body. The Chairman is Lord Aberdare with Sir Norman Chester as Deputy Chairman.

The Football Association, the Football League, the governing bodies of the game in Scotland, the Professional Footballers' Association, the Association of Chief Police Officers, and the local authority associations all nominate their own representatives. It is, therefore, a unique body in bringing together the main interests concerned with the game. The head of Sports Policy in the Department of the Environment attends as an observer, representing the Minister for Sport. The Trust works closely with the English, Scottish and Welsh Sports Councils. A full list of Trustees is contained in Appendix A.

The Trustees are empowered to use their funds to promote measures for the control or suppression of unruly behaviour ("hooliganism") in relation to football; to assist clubs to meet the obligations of the Safety of Sports Grounds Act 1975; to improve grounds and facilities for those who play and watch the game, and for any other purpose that they consider to be of benefit to the game of football in Great Britain and Northern Ireland. The Trust is entirely funded by a donation from the P.P.A.'s Spotting-the-Ball competition, at the rate of 20% of turnover – worth, on present forecasts, over £7 million a year.

Football Grounds Improvement Trust

The Football Trust allocates 54 per cent of their income (i.e. over £3¼ million) for the purpose of assisting expenditure by League clubs on ground safety and improvements. This work is in the hands of the Football Grounds Improvement Trust, the second independent trust.

The Football Grounds Improvement Trust was established by Trust Deed in 1975, the arrangements being modified late in 1979 when the Football Trust was brought into being. F.G.I.T. has, therefore, had the responsibility since 1975 for helping League clubs to satisfy the stringent requirements of the Safety Act and making a contribution towards ground improvements.

The Chairman of F.G.I.T. (Mr Tom Wharton) is appointed by the Football League as are the other seven members. (A full list is given in Appendix B). The Chairman is ex-officio a member of the Football Trust.

The main purpose for which these two Trusts have used the money made available from the Spotting-the-Ball competition are as follows:-

- (1) League club grounds – safety and improvements
- (2) Football and the Community schemes

- (3) Aid to the grass roots:
 - (a) Local authorities
 - (b) Playing fields societies
 - (c) Hard surface play areas
 - (d) Special grants to areas of special need and social deprivation
 - (e) Scotland, Wales and Northern Ireland
 - (f) Non-League clubs
- (4) International grounds
- (5) Anti-hooliganism measures
- (6) Other activities

1. League Club Grounds – Safety and Improvements

The Safety of Sports Grounds Act of 1975 set out to implement the recommendations of the Wheatley Committee, which investigated the disaster at Ibrox Park, Glasgow, in 1971, in which 66 football fans were killed.

The Home Office and the Scottish Home Department have published an advisory document (known as the "Green Code"), covering such matters as crush barriers, exits and the slope of terraces. The Act empowers the Home Secretary and the Secretary of State for Scotland to "designate" sports grounds; designation means that the ground must obtain a safety certificate from the local authority.

Whilst the Act covers all sports grounds with crowd capacities of more than 10,000, so far clubs in the Football League first and second divisions, the Scottish premier league, and the international grounds at Hampden Park and Wembley have been designated. A ground remains designated even if the club is relegated below the first and second divisions, or the premier division.

From the outset it was apparent that very substantial sums of money would be needed to bring Britain's football grounds up to the necessary standards. Many of them were built in the early years of this century, when crowd safety was a less pressing concern than it is today, and even at many of the better equipped grounds, structures such as gates and barriers had reached the end of their safe operational lives. In addition patterns of crowd behaviour have changed for the worse making segregation structures essential at many grounds.

The task to be undertaken was therefore considerable: many clubs would have required expenditure totalling hundreds of thousands of pounds. Sums of that magnitude were simply not available for more than a small handful of top division clubs.

Fortunately for football the P.P.A. offered a solution. They would make available a proportion of the turnover earned by their Spotting-the-Ball competition. This money would be administered by an independent trust, known as the Football Grounds Improvement Trust (F.G.I.T.) whose members would have sole discretion over what projects it would support with grants.

Out of the 130 League Clubs in England, Scotland and Wales, 128 have received grants for authorised safety expenditure. A full list of these clubs with details of the grants paid is contained in Appendix C on pages 9 – 13. By March 1985 almost £19 million had been paid out in grants. Safety grants are awarded entirely at the discretion of the Trustees. Projects are carefully scrutinised by the F.G.I.T.'s consulting surveyors before grants are awarded.

£220,000 has been allocated by the Trust for safety projects at League clubs in Northern Ireland (See Appendix D for list of grants).

Some part of the expenditure on ground safety has increased the comfort and amenities of League grounds, e.g. better terracing and more adequate lavatory facilities. In addition clubs have spent comparatively large sums (perhaps totalling as much as £50 million) on

new stands, more seating and other improvements. F.G.I.T. continues to give first priority to assisting expenditure essential to secure the ground a safety certificate from the local authority. By the end of 1984, the major part of clubs' safety needs had been met; the Trustees have accordingly adopted a new policy of grant-aiding ground improvements. This takes the following form:

Project	Percentage grant
Lavatories	70%
Invalid facilities	70%
Cover	50%
Seating	50%
Cafe and snack bar facilities	50%
Pitches (major improvements)	25%

Grants are not available for expenditure which can normally be regarded as self-financing (e.g. executive boxes, lounges, restaurants). A list of improvement grants paid up to the end of 1984 is given in Appendix E.

2. Football and the Community Schemes

In 1978 the Sports Council with the aid of a special grant from the Government launched what became known as the Football and the Community scheme. Projects to be financed under it were to be closely associated with League clubs. The aim was to increase the sporting facilities in the area and to create stronger links between the club and the local community. It was hoped by bringing fans, particularly the younger ones, into closer association with the club, to reduce hooliganism.

Under its original constitution, F.G.I.T. could make grants for this purpose and so made £500,000 available. The power is now vested in the Football Trust which has made £500,000 available to be administered by the Sports Council. These grants were matched by an equal contribution from the Sports Council. The schemes include a wide variety of facilities, from small indoor sports halls to full size pitches; work is now under way at a number of Football League Grounds (see Appendix F on page 15).

3. Aid to the Grass Roots

(a) Local Authorities

The mass media concentrate most of their attention on the League clubs and players. But more young men and boys play soccer than watch League games. There are well over 40,000 clubs in the United Kingdom. Some of these own their grounds and indeed have facilities not much below those enjoyed by some League clubs. But the great mass depend on pitches and changing facilities provided by the local councils or by voluntary bodies. There is plenty of evidence to show that with the rising popularity of the game there is a shortage of pitches and that many are without adequate changing rooms or need better drainage. To help towards meeting this deficiency the Football Trust has in each year of its existence offered substantial sums to local authorities (up to 50 per cent of the cost of each scheme): in four of its five years the emphasis was on the major conurbations in England and Wales, and in 1983 the scheme covered those medium-sized authorities with populations varying from 122,000 to 172,000. In the first three years the number of new pitches provided was 127, with 248 improved with the Trust's help. A total of 73 new changing facilities were built, and 20 improved. The total cost of the schemes was 9,809 million, to which the Trust contributed 4,179 million.

(b) Playing Fields Societies

The Trust has set aside £250,000 to help charitable bodies who own and rent out football pitches with projects to improve them. Recipients of grants have included playing fields associations in the North-West, London, Southend, Somerset, Hampshire and the Midlands. Specific schemes have also been devised with the National Council of YMCAs and the National Playing Fields Association.

(c) Hard Surface Play Areas

In close association with the Football Association, £1.15 million has been made available (£500,000 by F.G.I.T. and £850,000 by the Football Trust) to clubs, voluntary bodies and local authorities for the provision of all weather hard surface pitches, usually in urban areas. The Football Association has added £425,000 of their own money. By December 1984 106 projects had been assisted. See list in Appendix G.

(d) Special Needs

From time to time, major projects are suggested to the Trust as being worth supporting for powerful social reasons. £152,000 has been spent on football facilities on Merseyside, as part of the Government's £1 million initiative undertaken after the Toxteth riots; £75,000 has been given to a full-sized artificial turf pitch at Willesden, in the London Borough of Brent; £25,000 to the Prescot Leisure Centre in the Borough of Knowsley and £27,500 to two schemes in Bristol.

(e) Scotland, Wales and Northern Ireland

The Trust recognises that football's needs in Scotland, Wales and Northern Ireland are often different from those in England. In Scotland assistance has been given with the construction of full-sized artificial turf pitches in Dundee and Monklands, both areas of social need, for community use. £400,000 has also been allocated for two further schemes in Edinburgh and Aberdeen, and £150,000 spent on a similar training pitch at Inverclyde.

The Football Association of Wales and the Welsh Sports Council, on the other hand, have identified a series of small projects in all parts of the Principality where the Trust's contribution can be matched by others to provide improved local facilities. A sum of £250,000 has been set aside for this purpose.

And in Northern Ireland the Trust works with the Irish Football Association and the Department of Education in identifying projects for assistance, and has helped fund a junior sports stadium in Sydenham, Belfast and is hoping to do the same in Lisburn.

(f) Non-League Clubs

In 1984 the Trust operated, for the first time, a scheme to assist non-League clubs in England, Scotland and Wales with improvements to pitch drainage and changing accommodation, provided that they either own their grounds or hold them on a longish lease. Their applications must be supported by the Sports Council. A sum of £695,000 has been allocated for this purpose; the most the Trust will contribute is 50 per cent of the total cost. See Appendix H for a list of projects approved.

4. International Grounds

The Football Trust has agreed to make substantial contributions to the national Football Associations of England, Scotland and Northern Ireland for the improvement and refurbishment of their international grounds. The details are:

Wembley Stadium	£840,000
Hampden Park Glasgow	£844,000
Windsor Park Belfast	£500,000

In addition the F.G.I.T. has contributed £300,000 to Hampden Park and £200,000 to Windsor Park, as unlike Wembley, they are the home grounds of League clubs.

5. Specific Anti-hooliganism Measures

The Football Trust has a special responsibility contained in its Trust Deed to assist projects which are aimed at tackling hooliganism associated with football. Its first initiative was to convene a major one-day conference in London on "Hooliganism and Football" in 1981. A wide range of influential and experienced speakers participated and cast new light on the problem. A prime objective was to identify areas where some of the Football Trust's substantial funds could be spent to best effect. A report of the proceedings was published. The general experience of recent years has been that the incidence of hooliganism inside football grounds has diminished. When it does occur, the segregation and safety measures undertaken at most grounds (with the help of substantial funding from F.G.I.T.) have made it easier to control. There has been much for the Football Trust to do in this area, however.

Specific projects to be grant aided have included the installation of closed circuit television for police use at a number of League grounds (on an experimental basis), assistance towards transport improvements (railway stations, coach parks, etc), commissioning of research by Leicester University and the Tourism and Recreation Unit at the University of Edinburgh into crowd behaviour at British football grounds, and amongst English and Scottish supporters travelling to the World Cup finals in Spain in 1982, and supporters of club sides playing European matches abroad.

Grounds which have benefited from closed circuit television installation grant aided by the Trust include Stoke City, Hibernian, Heart of Midlothian, and the first and second division clubs in Greater Manchester and the West Midlands.

The Trust paid half the cost of a new railway station in Watford, the purpose of which is to provide a local transport facility for away supporters, thus keeping them out of the town centre on match days; it is holding discussions about a similar arrangement in Leeds with leaders of local authorities and Leeds United F.C. and has offered a grant of £125,000 towards an estimated total cost of £300,000; it has contributed £35,000 towards the cost of a new platform at Nottingham railway station; and it has promised £60,000 to British Rail for a new exit at Wembley Central station, and a similar sum to Aston Villa F.C. for a coach park.

A further recent initiative has been the establishment of a specific fund to assist all clubs in the Scottish and Football Leagues with the costs of policing their grounds. For the 1984-85 season a sum of around £1.08 million is being put aside for this purpose, which should be sufficient to pay 40 per cent of the police charges for League matches.

Whilst all these specific initiatives are clearly important and valuable, the Trust's work in helping to provide more playing facilities for the youth of the country may in the long run prove most beneficial in tackling anti-social behaviour. This point is made in the Football Trust's response to the report of the official Working Group on Football Spectator Violence, which is reproduced as Appendix I.

6. Other Activities

Other areas where the Trust has been able to assist the game in a wider sense have included support for the Disabled Sports Foundation, grants to the Footballers' Further Education and Vocational Training Society, organising two conferences on playing injuries, support for the research work undertaken by the Sports Turf Research Institute and grants towards studies by the Sports Council and Nottinghamshire County Council into artificial playing surfaces and natural turf pitches. In addition the Chairman has a modest fund which enables him to make small grants to organisations, at his sole discretion, in cases where such a contribution can make a significant material difference to the implementation of their particular aspirations.

Appendix A

Biographical details of Football Trust Members

- The Rt Hon the Lord Aberdare KBE, GCStJ *(Chairman, nominated by Littlewoods Competitions Company Ltd). Chairman of Committees, House of Lords. Minister of State, Department of Health and Social Security 1970-74. Minister without Portfolio 1974.*
- Sir Norman Chester CBE *(Deputy Chairman, nominated by Littlewoods Competitions Company Ltd). Warden of Nuffield College, Oxford 1954-64. Chairman of Football League Committee on structure of the League 1982-83. Chairman of Committee on Association Football 1966-68 ("The Chester Committee"). Former Chairman Oxford Centre for Management Studies.*
- John Cornwell *(Nominated jointly by Association of Metropolitan Authorities and Association of County Councils). Chairman, AMA's Arts and Recreation Committee. Member, South Yorkshire Metropolitan County Council and Chairman of its Recreation, Culture and Health Committee since 1975. Vice-Chairman, Yorkshire and Humberside Regional Council for Sport and Recreation. Director, Crucible Theatre Sheffield. School teacher.*
- Ted Croker *(Nominated by Football Association). Chief Executive and General Secretary of the F.A. since 1973. Member of committees of the Sports Council, the Central Council for Physical Recreation, the European Football Federation and the World Football Federation. Chairman of the Torch Trophy Trust. Former professional footballer with Charlton Athletic. Former chairman Liner Concrete Machinery Company Ltd.*
- Jack Dunnett *(Nominated by Football League). Chairman Notts County F.C. President Football League since 1981. Vice-President Football Association and Member of Finance and General Purposes Executive and International Committees. Member of Football League committee on structure of the League 1982-83. Member of Parliament Nottingham East 1974-83 and for Nottingham Central 1964-74. Former Councillor and Alderman Enfield Borough Council, Middlesex County Council, and Greater London Council.*

- David Letham *(Nominated jointly by the Scottish Football Association and the Scottish League). President of the Scottish Football League. Vice-President of the S.F.A. and chairman of its international committee. Committee member and past chairman of Queen's Park F.C. – the only amateur club in either the Football or Scottish Leagues. Former player for Queen's Park (as an amateur). Retired school teacher.*
- Cliff Lloyd OBE *(Nominated by Professional Footballers Association). Secretary/Treasurer of PFA 1953-81. Member of Football League committee on structure of the League 1982/83. Former professional footballer with Liverpool F.C., Wrexham F.C., Fulham F.C. and Bristol Rovers F.C. Member F.G.I.T.*
- Bert Millichip *(Nominated by Football Association). Former Chairman West Bromwich Albion F.C. Chairman of F.A. since 1981. Member of F.A. Council since 1970. Played for Albion as an amateur, and represented an Army XI during last war. Solicitor.*
- John Smith CBE *(Nominated by Football League). Chairman Liverpool F.C. Member of Football League committee on structure of the League 1982-83. Member of Football League management committee. Chairman Duke of Edinburgh's Award Scheme for Youth (Merseyside). Chairman Contractors and Offshore Trading Association of Merseyside Ltd. Justice of the Peace for City of Liverpool.*
- Brian Taylor *(Nominated by Littlewoods Competitions Company Ltd). Associate director Littlewoods Pools, responsible for pools and Spotting-the-Ball business development, including marketing and the collector service.*
- Michael Watkins *(Nominated by Littlewoods Competitions Company Ltd). Former Secretary Pool Promoters Association. Consultant, Cuff Roberts North Kirk and Company solicitors. Secretary of Football Trust 1979-82.*
- Tom Wharton *(Ex-officio) Chairman F.G.I.T. See Appendix B.*
- David Teasdale *(Observer appointed by Minister for Sport). Head of Sport Policy, Department of Environment.*
- Richard Faulkner *(Secretary) Trustee 1979-82. Public affairs adviser to PPA. Principal, Camden Associates. Former Director Crystal Palace F.C. and Wimbledon F.C. Councillor for London Borough of Merton 1971-78. Parliamentary candidate 1970, 1974 and 1979 general elections.*

Appendix B

Tom Wharton FBIM (Chairman)	<i>Chairman of construction engineering and plant hire companies. Former international and Scottish League referee.</i>
P. C. Dodds AIB	<i>Regional Executive Director (City) National Westminster Bank 1977-82, and bank's spokesman on football finance.</i>
Tom Finney OBE JP	<i>Businessman. Professional footballer with Preston North End 1940-60. 76 international matches for England - 30 goals. "Footballer of the Year" 1953-54 and 1956-57. Chairman, Preston Area Health Authority.</i>
Graham Kelly FCIS	<i>Secretary of the Football League since 1979. Chartered secretary.</i>
Cliff Lloyd OBE	<i>Also member of Football Trust - see Appendix A.</i>
P. D. Smithson	<i>Partner, Amhurst, Brown, Martin and Nicolson, solicitors.</i>
H. B. Sturgeon FRICS	<i>Chartered Surveyor. Grampian Regional Assessor and Electoral Registration Officer. Referee supervisor, Scottish Football Association. Previously SFA referee for 20 years.</i>
S. W. Taylor	<i>Company director. 38 years experience as a Lloyds broker. Former director Crystal Palace F.C.</i>

Appendix C

Safety Grants paid to Canon League Clubs

Designated Clubs	Amount Paid £
Arsenal	303,976
Aston Villa	300,000
Barnsley	185,813
Blackburn Rovers	430,581
Birmingham City	245,925
Bolton Wanderers	260,196
Brighton & Hove Albion	364,137
Bristol City	179,966
Bristol Rovers	44,678
Burnley	206,919
Cambridge United	211,908
Cardiff City	232,392
Carlisle United	43,412
Charlton Athletic	304,556
Chelsea	350,057
Coventry City	221,096
Crystal Palace	369,296
Derby County	214,375
Everton	269,213
Fulham	108,376
Grimsby Town	349,203
Huddersfield Town	92,858
Ipswich Town	249,358
Leeds United	106,964
Leicester City	264,838
Liverpool	359,772
Luton Town	233,363
Manchester City	463,591
Manchester United	231,858
Middlesbrough	333,391

Designated Clubs	Amount Paid £
Newcastle United	263,611
Norwich City	223,556
Notts County	336,436
Nottingham Forest	314,867
Oldham Athletic	162,770
Orient	281,777
Oxford United	20,741
Portsmouth	66,920
Preston North End	285,000
Queens Park Rangers	333,431
Rotherham United	129,025
Sheffield United	132,034
Sheffield Wednesday	332,223
Shrewsbury Town	203,620
Southampton	450,000
Stoke City	262,500
Sunderland	443,980
Swansea City	292,275
Tottenham Hotspur	210,876
Watford	300,967
West Bromwich Albion	201,835
West Ham United	136,833
Wimbledon	101,125
Wolverhampton Wanderers	90,055
Wrexham	233,668
TOTAL	13,342,212

Non-Designated Clubs	Amount Paid £
A.F.C. Bournemouth	105,297
Aldershot	10,519
Blackpool	194,180

Non-Designated Clubs	Amount Paid £
Bradford City	64,590
Brentford	19,052
Bury	62,190
Chester	54,712
Chesterfield	27,660
Colchester United	14,219
Crewe Alexandra	6,617
Darlington	19,682
Doncaster Rovers	28,743
Exeter City	17,993
Gillingham	42,347
Halifax Town	123,620
Hartlepool United	24,889
Hereford United	44,997
Hull City	29,838
Lincoln City	88,012
Mansfield Town	5,883
Millwall	43,161
Newport County	32,140
Northampton Town	15,692
Peterborough United	13,791
Plymouth Argyle	76,078
Port Vale	45,746
Reading	18,365
Rochdale	71,071
Scunthorpe United	8,552
Southend United	22,556
Stockport County	12,247
Swindon Town	59,937
Torquay United	31,377
Tranmere Rovers	55,501
Walsall	30,940
Wigan Athletic	51,840
York City	39,118
TOTAL	1,613,165

Appendix C (continued)
 Safety Grants paid to Scottish Clubs

Designated Clubs	Amount Paid £
Airdrieonians	34,563.75
Aberdeen	176,008.75
Ayr United	79,241.00
Celtic	299,612.25
Clydebank	121,823.75
Dumbarton	140,537.50
Dundee	188,858.75
Dundee United	96,054.50
Heart of Midlothian	91,648.75
Hibernian	97,855.00
Kilmarnock	116,720.00
Morton	331,845.00
Motherwell	102,339.75
Partick Thistle	263,501.25
Queens Park	300,000.00
Rangers	262,500.00
St. Johnstone	41,786.25
St. Mirren	428,671.25
TOTAL	3,173,567.50
Non-Designated Clubs	Amount Paid £
Albion Rovers	6,550.00
Alloa Athletic	18,305.00
Arbroath	62,773.75
Berwick Rangers	117,278.75
Brechin City	62,306.25
Cowdenbeath	93,357.50
Dunfermline	8,721.50
East Fife	74,552.50

Non-Designated Clubs	Amount Paid £
East Stirling	5,802.50
Falkirk	133.75
Forfar Athletic	123,701.25
Hamilton Academical	57,942.50
Montrose	30,331.25
Queen of the South	18,306.25
Raith Rovers	153,192.50
Stenhousemuir	2,898.75
Stirling Albion	306.25
Stranraer	16,983.75
TOTAL	862,526.00

Appendix D

Grants paid to Irish Football League Clubs

Clubs	Amount Paid £
Ards	16,216
Ballymena United	2,829
Bangor	22,454
Carrick Rangers	8,090
Cliftonville	3,997
Coleraine	15,504
Crusaders	74,690
Distillery	28,579
Glenavon	14,766
Glentoran	12,842
Larne	3,608
Newry Town	8,283
Portadown	8,143

Appendix E

Improvement Grants approved by F.G.I.T.

Clubs	Paid to date £
Queens Park Rangers	200,000
Middlesbrough	200,000
West Bromwich Albion	200,000
Norwich City	200,000
Watford	100,240
Swansea City	195,751
Shrewsbury Town	74,336
Coventry City	13,807
Notts County	189,519

Appendix F

Football and the Community Schemes

**League Clubs assisted by Football Grounds Improvement Trust
and administered by Sports Council**

Colchester United	50,000
Lincoln City	47,500
Newcastle United	67,500
Barnsley	75,000
Oldham	60,000
York City	20,000
Darlington	20,000
Gillingham	40,000

League Clubs assisted by Joint Sports Council/Football Trust Funds

	Sports Council	Football Trust
Great Grimsby BC (Grimsby F.C.)	37,500	37,500
Bradford MBC (Bradford City)	37,500	37,500
Bristol Rovers F.C.	44,000	44,000
City of Cambridge (Cambridge United)	41,175	41,175
Middlesbrough F.C.	—	40,000
Sheffield Wednesday F.C.	—	15,000
Colchester United F.C.	—	4,500

Appendix G

Hard Surface Play Area Scheme – Grants Allocated

Organisation	County	Grant (£)	Source
Clandown F.C.	Somerset	10,000.00	FA
Hereford Lads' Club	Herefordshire	18,904.68	FA
Kingswood YMCA	Gloucestershire	1,200.00	FA
Leicestershire & Rut. F.A.	Leic. & Rut.	6,500.00	FA
Merseyside Youth Ass.	Liverpool	16,049.01	FA
Portsmouth Leisure Services	Hampshire	3,500.00	FA
Ramsgate Athletic F.C.	Kent	8,000.00	FA
St. Annes Boys Club	Gloucestershire	268.00	FA
Wolvercote Boys' Club	Oxfordshire	1,800.00	FA
Sutton United F.C.	Surrey	2,000.00) 8,000.00)	FA
Birmingham County F.A.	Birmingham	12,300.00	FGIT
Clanfield F.C.	Oxfordshire	2,900.00	FGIT
Lea Green Centre	Derbyshire	7,000.00	FGIT
Oxstalls School	Gloucestershire	18,605.00) 120.70)	FGIT FA
Harlow Leisure Services	Essex	4,810.00	FGIT
Leatherhead F.C.	Surrey	12,115.00	FGIT
Seaclose Rec. Ground	Hampshire	20,000.00	FGIT
Northfleet Youth Centre	Kent	10,217.10) 2,150.00)	FGIT FT
Norton C.C. Trust F.C.	Durham	24,145.70	FGIT
Southend Boro' Council	Essex	15,719.00	FGIT
St. Silas Boys' Club	Gloucestershire	8,731.97) 66.70)	FGIT FA
Taunton Town F.C.	Somerset	31,593.00	FGIT
Yarborough Leisure Services	Lincolnshire	7,000.00	FGIT
Chalfont St. Peter F.C.	Berks & Bucks	11,462.00	FGIT
Devizes Town F.C.	Wiltshire	15,198.07) 136.85)	FGIT FA
Mansfield District Council	Nottinghamshire	9,694.00) 127.07)	FGIT FA
Slades Farm Estate	Hampshire	15,000.00	FGIT
Truro City F.C.	Cornwall	23,772.76	FGIT
Wem F.C.	Shropshire	10,625.26	FGIT
Stourport High School	Worcestershire	15,000.00	FGIT
Trinidad Boys' Club	Dorset	4,960.00	FGIT
Haltemprice Sports Centre	East Riding	16,457.00	FGIT
Maidstone United F.C.	Kent	10,937.00) 600.00)	FGIT FA
Long Sutton F.C.	Somerset	11,750.00	FGIT
Battlebridge Boys' Club	Surrey	3,000.00	FGIT
Portishead F.C.	Somerset	11,899.89) 5,077.00)	FGIT FA
Biddick School	Durham	20,000.00) 41.82)	FGIT FA

Organisation	County	Grant (£)	Source
Bransbury Park	Hampshire	7,000.00	FGIT
Macclesfield Town F.C.	Cheshire	16,135.98	FGIT
Bransholme Boys' Club	East Riding	4,108.14	FGIT
Wherwell Playing Fields	Hampshire	10,695.73	FGIT
Percy Boys' Club	Somerset	2,100.00	FGIT
Alnwick Town F.C.	Northumberland	15,237.00	FGIT
St. Josephs Boys' Club	Hampshire	567.93	FGIT
Malpas & Dist. Sports Club	Cheshire	13,667.61	FGIT
Willenhall Town F.C.	Birmingham	17,379.44	FGIT
Bromley F.C.	London	14,740.00) 647.54) 415.00)	FGIT FA FA
Crediton Town F.C.	Devon	6,534.50	FGIT
East Grinstead F.C.	Sussex	16,800.00	FGIT
Chippenham Town F.C.	Wiltshire	17,450.30	FGIT
Didcot Centre	Oxfordshire	2,994.00) 45.00)	FT FA
Gallow Sports Centre	Norfolk	20,109.64	FT
Milton Keynes F.C.	Berks & Bucks	17,528.38) 200.00)	FT FA
Kirkby Youth Club	Liverpool	11,542.69	FA
Hartcliffe Boys' Club	Gloucestershire	3,000.00) 66.70)	FT FA
Viking Sports F.C.	Middlesex	25,820.00	FA
Lancaster Boys' Club	Lancashire	2,458.00	FA
Radcliffe Boys' Club	Lancashire	12,000.00	FA
Dalton United F.C.	Lancashire	16,000.00) 1,600.00) 15,483.00)	FT FA FA
Bungay Town F.C.	Suffolk	133.40) 41.40)	FA FA
Peter Paine Sports Centre	Lincolnshire	12,000.00	FT
Kirkbie Kendal School	Westmorland	25,026.87) 973.00)	FA FA
Broad Plain House Boys' Club	Gloucestershire	8,117.37	FT
Coseley Youth Centre	Birmingham	2,460.20) 777.00)	FT FA
Norton C.C. & M.W.I.	Staffordshire	15,000.00	FT
Frecheville C.C. & F.C.	Sheff. & Hallam.	22,745.00	FT
Harefield United F.C.	Middlesex	15,080.11) 235.00)	FA FA
Jays Boys' Club	Essex	7,500.00) 1,152.00)	FT FA
Desborough Town F.C.	Northants	10,489.00	FT
Fenland District Council	Cambs	24,156.00	FA
Uttoxeter Town F.C.	Staffs	16,325.00) 2,166.80) 358.23)	FT FA FA

Organisation	County	Grant (£)	Source
Cabot Primary School	Somerset	12,890.00	FT
Hood Manor Youth Club - St. John's Park, Blyth	Cheshire	20,518.00	FT
	Northumberland	15,035.00	FT
		25,000.00)	FT
North Paddington Boys' Club	London	7,500.00	FT
Yorkshire Amateur A.F.C.	West Riding	19,779.00	FA
Merseyside Initiatives (Toxteth)	Liverpool	55,000.00	FA
Prestwich (St. Margarets) Y.C.	Manchester	1,000.00	FA
		24,538.93)	FT
Gorleston Town F.C.	Norfolk	730.25	FA
		22,000.00)	FT
Arlesey Town F.C.	Beds	3,000.00	FA
		9,000.00)	FT
Broadwell Boys' Club	Gloucestershire	103.35	FA
		8,173.47)	FA
Somerhill Middle School	Sussex	4,883.83	FT
Walthamstow Avenue F.C.	London	12,000.00	FT
Rothbury Sports Club	Northumberland	2,000.00	FA
Enfield Rangers Boys' Club	Middlesex	15,000.00	FT
Curley Park Rangers Boys' Club	Surrey	4,090.00	FT
		13,600.00)	FT
Leicestershire & Rut. F.A.	Leic. & Rut.	2,575.00	FA
Frenford Club, Ilford	Essex	7,081.00	FT
Stourport Wednesday FC/ Areley Kings Youth F.C.	Worcester	525.95	FA
Ossett Town F.C.	West Riding	22,012.07	FA
Oxfordshire Assoc. of Boys' Clubs	Oxfordshire	19,338.00	FT
Leiston F.C.	Suffolk	26,409.00	FT
Wokingham Town F.C.	Berks and Bucks	15,000.00	FT
Whitley Bay F.C.	Northumberland	25,000.00	FT
North Herts College, Hitchin	Hertfordshire	23,329.00	FT
Tonbridge Farm Sports Ground	Kent	19,000.00	FT
Porthleven F.C.	Cornwall	7,000.00	FA
Weston Mill Oak Villa F.C.	Devon	18,049.00	FT
Diss Town F.C.	Norfolk	20,000.00	FT
Shortwood United F.C.	Gloucester	16,000.00	FT
Arundel F.C.	Sussex	20,000.00	FA
Gainsborough Leisure Centre	Lincolnshire	10,000.00	FA
Weoley Castle Community Centre	Birmingham	3,700.00	FA
Grays Athletic F.C.	Essex	20,000.00	FT
Highway Sports & Social Club, Coventry	Birmingham	12,000.00	FA

Appendix H
Football Trust Grants to Non-League Clubs

England	Grant (£)
Cottesmore A.F.C.	5,000
Radford Olympic F.C.	12,000
Somersham Town F.C.	4,000
Phoenix (Coventry) F.C.	4,377
Harrogate Town A.F.C.	6,400
Bedlington Terriers F.C.	7,975
Bishop Auckland A.F.C.	10,000
Bamber Bridge A.F.C.	12,000
Daisy Hill A.F.C.	6,399
Tuffley Rovers A.F.C.	7,000
Heath Hayes Cons F.C.	7,500
Hughenden Valley Boys F.C.	3,000
Histon F.C.	2,575
Didsbury Sports Ground Ltd	10,000
Hoddesdon Town F.C.	375
Loddon Sports Junior F.C.	2,000
Carterton Town F.C.	10,000
Abbey Hulton United F.C.	12,000
TOTAL	122,601
Scotland	Grant (£)
Pencaitland A.F.C.	9,250
Comrie Rovers A.F.C.	10,000
Scone Thistle F.C.	3,000
Torrance A.F.C.	550
Lowson United F.C.	10,000
Wales	Grant (£)
Monkton Junior F.A.	8,750

Appendix I

Tackling Football Violence

The response of the Football Trust to the Official Working Group Report.

Introduction

The Football Trust is an independent discretionary trust, funded entirely through the generosity of the Pools companies, Littlewoods, Vernons and Zetters. Amongst its members are representatives of the Football Association, Football League, the Scottish football authorities, the Professional Footballers' Association, local authority associations and the Association of Chief Police Officers, and it is associated with the Football Grounds Improvement Trust. All of these bodies have an interest in the report of the official working group on Football Spectator Violence, and it would therefore be inappropriate for the Football Trust to comment on those aspects of the report which are the province of others. We do however welcome the opportunity to report to the Minister for Sport on our experiences in those areas which he has identified as being of special interest to the Football Trust.

1. Membership card system (paras 5.15 - 5.18)

We agree with the assertion (5.15) "the only sure way to prevent violence within stadia is to prevent potential hooligans from gaining access" but we doubt whether the solution proposed - limiting access to supporters' club members - is either feasible or desirable. One League club - Derby County - approached the Trust one year ago, and sought financial assistance for a scheme which was intended to exclude visiting supporters from Derby County's home games, through a membership card system for home supporters. Derby estimated that the total cost would be £149,000 per season, of which lost gate receipts would comprise £63,000; they asked the Football Trust for a contribution of around £100,000.

After careful debate, the Trustees declined to support the scheme because:

- (a) it had little value as an experiment as it was unlikely to appeal to other League clubs;
- (b) it needed considerably more investigation into its technical feasibility;
- (c) there was serious doubts about policing implications for the City of Derby should away supporters travel to matches and be refused admission;
- (d) the costs were very high, and the expense involved would be irrevocable if the experiment should fail.

Whilst the Working Group may be correct in asserting that computer technology would now make feasible a nation-wide membership card system it is unlikely that the practical objections of the football authorities can be overcome - not least because of the probability that the "casual" supporter (the person who only attends the occasional match) will be deterred from ever seeing a game.

The Football Trust's position on this issue, as on others considered in the report, is that if there is agreement amongst other interested parties on a particular course of action, it will consider requests for reasonable financial assistance sympathetically. However, the statement contained in paragraph 5.18, that we have "offered to provide the necessary software" for a membership card system, is not correct. Unless the aim is to reduce the number of spectators, particularly visitors, a membership card scheme would have to be extremely flexible and easy to operate. We have not seen the details of any scheme but we doubt whether it could avoid being very bureaucratic and likely to cause irritation and annoyance to thousands of perfectly ordinary citizens.

2. Closed Circuit Television (para 5.19)

There is broad agreement that CCTV has a useful role to play in assisting the police in crowd control. The Football Trust has grant-aided schemes at Aston Villa F.C. and Stoke City F.C., and is currently conducting experiments with the police in the West Midlands, Greater Manchester and Edinburgh. We are aware that a small number of clubs have installed systems at their own expense, including Chelsea and Leeds United.

The installation at Stoke City provides surveillance of the roads leading to the stadium: the police indicated that they did not require cameras to cover the inside of the ground. We are advised that the CCTV system at this club is operating satisfactorily.

With the experiments being conducted with the West Midlands, Greater Manchester and Lothian and Borders police forces, we have adopted a new approach. The Trust is providing the finance to enable the police forces in each area to purchase CCTV cameras and equipment and install permanent cabling at each ground covered by the experiment (the First and the Second Division clubs in the West Midlands and Greater Manchester, and Heart of Midlothian and Hibernian in Edinburgh). The clubs are being asked to make a small contribution only in respect of the mounting points for cameras, and the police have accepted responsibility for the continuing maintenance of the equipment.

One objective of the experiment is to ascertain whether it is feasible for cameras to be moved from ground to ground, with the police deciding each week which matches in their area require to be covered.

It is too early to draw conclusions from these experiments, but should they prove successful, it is probable that the Trustees would consider favourably applications from other police forces which wished to install CCTV as a means of crowd control. Experience gained thus far leads us to conclude that a commitment to maintain equipment is crucial, and for this reason we are likely to prefer to repeat the arrangement of supplying finance for the purchase of CCTV by police forces, rather than by individual clubs. We shall also expect schemes to include surveillance of immediate approaches to stadia, as well as the inside of grounds, but it is impractical and undesirable to think in terms of an area much wider afield than that. The principal advantage is in the control of crowds *within* the ground. But all the evidence is that misbehaviour within grounds has declined greatly because most of the safety provisions, e.g. segregation, are designed for this purpose. The Safety Act does little or nothing for hooliganism outside the immediate precincts of the ground and we understand most arrests are nowadays made outside grounds.

3. The "Blue-print" (paras 5.7 - 5.9 and annex D)

The implementation of the "blue-print" is primarily a matter for the Football Association, the Football League and the clubs themselves. Where ground safety work requires to be undertaken in order to comply with it, our associated trust, the Football Grounds Improvement Trust considers sympathetically applications from clubs for grants: designated clubs as requested by the specific requirements of the clubs' local authorities, and non-designated clubs within the parameters that it is judged the local authorities would have required if the club were designated. Whilst not referred to specifically in the "blue-print", the installation of pitch perimeter fencing is a measure which the Football Association is considering whether to make mandatory. The FGIT will be examining this matter at an early meeting and deciding what grant aid policy to adopt.

The Football Trust is prepared to assist clubs with anti-hooliganism measures outside grounds, particularly those relating to transport facilities. We contributed half the cost of a new railway station close to Watford's ground, whose purpose is to keep visiting supporters out of the town centre on match days; we are assisting a scheme with a similar

objective at Nottingham railway station; we are prepared to help Aston Villa with the provision of a coach park, and we have offered a grant to British Rail for improvements at Wembley Central. In addition we are engaged in discussions with local authorities and Leeds United F.C. about a new railway station for football purposes in Leeds.

If similar schemes are put forward - provided they have the support of the local police, residents and local authorities - we will look at them sympathetically.

4. Matches abroad (section 6)

We are pleased that the Working Party found that the research by the Leicester University team sponsored by the Football Trust into the behaviour of English fans abroad was helpful. The Department of the Environment and ourselves are funding a further two year programme of research by Leicester University. We have also provided finance to the Tourism and Recreation Research Unit at Edinburgh University and the Centre for Leisure Research at the Dunfermline College of Physical Education, who have each conducted similar research into how Scottish fans behave abroad.

It is not immediately apparent what role the Football Trust could play in helping the football authorities, the law enforcement agencies, the transport authorities and the Government in this area, but we are certainly prepared to consider any proposals put to us. If, for example, the injection of extra finance would help to make a membership card scheme for supporters of British clubs playing in Europe more effective, the Trust would certainly examine it.

Conclusion

When the report of the Working Group was published, Lord Aberdare described it as "a constructive effort to tackle the problem of football hooliganism" and he went on to make clear that the Football Trust is always prepared to consider properly thought out schemes to help the game.

Misbehaviour at soccer matches gets a great deal of publicity (see 2.7). Some half a million go each week to watch League games and are perfectly well behaved. The remedies against misbehaviour must be directed at the very small minority. To penalise everybody would be unfair and unacceptable to the public in general.

In this paper we have responded to the Minister's request that we concentrate on four specific areas where the views of the Trust may be considered helpful. We would wish it also to be known that we share the views of those who regard football violence as a manifestation of wider social problems: by bringing together large numbers of people football acts as a focus where disorder can occur.

As with other forms of anti-social behaviour, the control and suppression of football hooliganism are the responsibility of the law enforcement agencies. The primary role of the Football Trust and the Football Grounds Improvement Trust is to provide the means to prevent disorder from occurring and limit the damage when it does.

We feel we have a wider responsibility to society as well and that we should do our best to tackle the underlying causes of the problem by such means as the encouragement of "Football and the Community" facilities at League grounds, the provision of pitches and changing accommodation, especially in deprived urban areas, the installation of all-weather training areas for young people, assistance to such bodies as the YMCAs, the National Playing Fields Association and charitable playing fields societies, and many more similar bodies.

If the grassroots of football are healthy at junior level, the senior game should improve and so too, we hope will the standards of football crowd behaviour.

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: FMA/JKY/555

Your Ref:

11th April, 1985.

BY HAND

The Rt. Hon. Mrs Margaret Thatcher,
The Prime Minister,
10, Downing Street,
London, S.W.1.

Dear Prime Minister,

Thank you for your letter dated 4th April last, as promised.

You may rest assured that the courses of action proposed therein will receive the Association's immediate attention.

The Government support in dealing with this difficult problem is very much appreciated.

*Yours sincerely,
F.A. Millichip*

F.A. Millichip
Chairman



Prime Minister (4)
 To note. At the meeting with the Association
 you agreed to look at their request
 that the Government should meet a larger
 proportion of the cost of policing.

Treasury Chambers, Parliament Street, SW1P 3AG

MLA 9/4

Rt Hon Leon Brittan QC MP
 Secretary of State
 Home Office
 50 Queen Anne's Gate
 London
 SW1H 9AT

3 April 1985

Dear Secretary of State

FOOTBALL HOOLIGANISM

I was interested to see the package of measures described in your minute of 27 March to the Prime Minister. I have since seen the record of the meeting between the Prime Minister and representatives of the Football League and FA. I thought it might nevertheless be useful for me to set out my thoughts on this problem.

Most of the measures in your letter involve no claim on resources. I agree absolutely with this approach. We should not let clubs get off the hook by being ready to assume total responsibility ourselves. I would go further, and suggest that we should try to see that costs are borne as far as possible by football clubs and, more particularly, those who are guilty of offences.

I therefore believe that if there is any tendency by chief officers to consider putting more officers in the grounds than clubs request, fresh consideration should be given to the possibility of charging clubs the whole cost. I recognise that you consider that Section 15 (1) of the Police Act 1964 does not need amendment, but note already the manpower employed, admittedly partly charged, is similar to that involved in the policing of the miners' dispute. If you were able to require clubs to accept and pay for a police presence in the numbers thought necessary by chief constables, which I see from the note of the Prime Minister's meeting on 28 March you have in mind, this particular problem would be solved.

In discussing communications with the police, you will, I hope, ensure that there is no extra claim on resources,

if necessary by encouraging a change in priorities. I would hope that this would also apply in any other cases where was agreed that new measures had to be taken.

I am sending copies of this letter to the Prime Minister and to Geoffrey Howe, George Younger, Nicholas Ridley, Neil Macfarlane and Sir Robert Armstrong.

Yours sincerely

P. Rees

for PETER REES

[Approved by the Chief Secretary]

-9 APR 1985





10 DOWNING STREET

THE PRIME MINISTER

4 April 1985

cc: Jack Dunnett

DOE

HMT

HO

SO

D/Trans.

DSG
Min/Sport

Press, FCO

CO

Press Office

Dear Mr Millichip,

I was most grateful for the constructive and helpful discussion we had on Monday. It is clear that we share a firm commitment to implementing vigorous new measures to combat the continuing problem of violence at football matches. You must be in no doubt of the Government's resolve to support you and the Football League in taking every action you can to prevent and control incidents, so that football can become once again a family entertainment and sport.

In our discussion you, and the Football League, agreed to:

- re-examine urgently the FA rules governing discipline and the responsibilities of clubs, with a view to changing and strengthening them. You will look in particular at the possibility of removing the reference to "all reasonable precautions";
- accelerate the introduction of CCTV especially at grounds where problem matches may be played;
- ensure that perimeter fencing is in place and effective in those grounds;
- investigate a practical scheme of membership cards for Football League, FA and European/International matches, in discussion with UEFA as necessary. You agreed to report back to Neil Macfarlane within six weeks;

ELB AFU

DSG

- introduce more restrictions on the issue of tickets for problem matches (which should be ticket only);
- encourage more and better family enclosures at League grounds;
- deal severely with any bad example set to supporters by players' behaviour on the pitch.
- in advance of the legislation we propose, take action under your existing powers to deal with the problem of alcohol at matches.

I hope that significant progress can be made before the start of the season.

The Government will support you. We are prepared to take action in the following ways:

- legislation will be introduced to control the sale of alcohol at grounds, and on transport to grounds, along lines that have been successful in Scotland. The powers would be used selectively;
- Under the Safety of Sports Grounds Act, designation will be extended to clubs in Divisions 3 and 4 of the Football League, initially to grounds with a record of violence and the guidelines in the Green Code will be reviewed;
- The White Paper is to be published shortly on our conclusions following our Public Order Review and our proposals for legislation in the autumn. Some of the new provisions will assist in preventing and controlling football hooliganism;
- The Home Secretary will be discussing with the police what improvements can be made to the effectiveness in

dealing with football violence, particularly in obtaining evidence to bring more serious charges, where appropriate;

- The Home Secretary is encouraging magistrates to make full use of their powers, including detention and attendance centre sentences and bail conditions forbidding attendance at matches; and is drawing attention to the Court of Appeal guidelines on sentencing violent offenders;

- For matches abroad, we will consult other Governments about publicising better and perhaps strengthening last year's Council of Europe recommendation on football violence. We will consider what further help we can give in passing on details of troublemakers abroad. We will study whether arrangements can be made for people convicted of offences overseas to serve their sentences in this country. We will seek to discourage travel agents from setting up special schemes in the case of problem matches.

I believe this represents a substantial package of new measures from the Government to support the strong action you and the Football League have agreed to take. I welcome your initiatives and the constructive, firm approach you have adopted. I feel confident that progress will be made in dealing effectively with the problem.

I am copying this letter to Mr. Jack Dunnett.

Yours sincerely
Margaret Thatcher

F. A. Millichip, Esq.



10 DOWNING STREET

Prime Minister.

This is the letter to the
Football Association, setting out
action for them and action
for us, following Monday's
meeting.

Make Address

3/4

It has been agreed with
DOE, Home Office and FCO



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

My ref:

Your ref:

2 April 1985

Mark Addison
PS/Prime Minister
10 Downing Street
LONDON
SW1

Prime Minister ⁽ⁱ⁾
This looks helpful.

Dear Mark,

views.
not

The Prime Minister may wish to see these comments which we have just received from the Magistrates' Association in response to consultation on the Inter-Departmental Working Group's report on Football Spectator Violence.

In brief, the Association have made the following points:

- They believe alcohol to be the underlying reason for most supporters being involved in trouble; they are therefore wholly in favour of an alcohol ban, both in grounds and on transport to matches.
- They are in favour of holding early sittings whenever possible.
- The Association feels that there is no need for a new offence, although they make certain points about how they feel particular types of case should be presented.
- Attendance centres can be a good means of punishing and deterring football hooligans. There should, however, be more provided for the 17-21 age range.
- They feel that it would be useful for magistrates to attend football matches as part of their routine training.

I am copying this to the Private Secretary to Giles Shaw in the Home Office.

Yours ever,

PHILIP DYKINS
Private Secretary

102 APR 1985



THE MAGISTRATES' ASSOCIATION

Report on Football Spectator Violence by an official Working Group.

1. Our comments on this report have been sought by the Minister of Sport. They are confined to that section of the report relating to measures for the law enforcement authorities.

2. Special hearings.

We believe that magistrates over the country as a whole are most anxious to minimise delays in all cases. They are especially apprised of the importance of the immediacy of punishment in cases of violence arising from football matches. We are inclined to the view that the immediacy of punishment is at least as great a deterrent as an exemplary sentence.

In our experience, steps can be, and are, taken to arrange late evening hearings, with justices ready to be called as required; this is normally as a result of advance consultation and preparation involving a meeting between the Clerk to the Justices, the Chairman of the bench, and between the clerk and the senior Police Officer concerned with the supervisory arrangements.

It is to be hoped that when all the duty solicitor schemes are completed and in operation any defendants who wished to avail themselves of the service would have the benefit of it at special hearings.

3. Delays.

Unavoidable delays will however occur where the defendant pleads Not Guilty, wishes to be represented by his own solicitor, or where there is a necessity for a Social Inquiry Report before imposing a custodial sentence.

Bearing this in mind, the Government may wish to reconsider its intention to repeal Section 134 (Magistrates' Courts Act 1980) or to substitute some other measure which would enable magistrates to order immediate custody for a period not exceeding five days, without the need for legal representation or for social inquiry reports.

4. Penalties.

4.1 We are satisfied that there is no need for a new specific offence, and that the existing law and the penalties available under it are adequate, subject to the following three points:-

- (a) the range of penalties available is dependent upon the charges preferred in the individual case. This may account for the occasional apparently lenient sentence, and the matter may be thought to merit further examination by those responsible.
- (b) It has come to our attention that the prosecution of cases, especially in the Metropolitan area, is sometimes left to inadequately briefed officers. It is to be hoped that this will be remedied with the introduction of the Independent Prosecution Service.
- (c) Wider publicity should be given to the recent judgement in the Court of Appeal (R v Wood, Times Law Report 17th January 1984) which offers valuable guidelines to magistrates on sentencing this category of offender.

4.2 Attendance Centres.

We agree that attendance centres are a valuable disposal for this type of offence. We are bound to draw attention to the fact that a very large number of "football hooligans" fall within the 17-21 age group, and that there are many parts of the country where no senior attendance centre is available. Furthermore account must always be taken of the distance which the offender will have to travel to reach the centre.

These factors, together with the view held by many experienced magistrates that a heavy fine is often a more appropriate deterrent than an attendance centre order, go a long way to meet the criticism that too little use is made of this disposal.

We think however that it would be useful for all courts to have an updated list in court of the location of all senior attendance centres as a reminder of available facilities.

5. Training

Demonstrably the Magistrates' Association recognises the importance of adequate training for magistrates in Public Order offences, having to this end arranged a national training day in June 1985.

We think that where relevant there is merit in introducing into the routine training of magistrates, a programme of visits to football grounds so that they may be apprised of the security arrangements and may be aware of the context in which any disturbances occur. Such visits could be set up by invitation from the Clubs to the Training Officers, in co-operation with the local police. Magistrates may also feel it useful to attend matches as spectators, though we should regret their doing so as guests of the Club, thereby receiving preferential treatment.

Conclusion.

It would be wrong to conclude our evidence without mentioning our concern that greater preventive measures should be taken in the first instance especially as regards the availability of alcohol both in the football grounds and on trains and coaches bringing fans to the matches. It seems to us that the level of violence and disorder leading to appearances in court, is greatly influenced by the amount of alcohol consumed before and during matches.

We are informed that a law restricting the availability of alcohol on vehicles hired specifically ^{to} transport persons to matches is in operation in Scotland and that since its introduction the incidence of alcohol related offences has declined.



2 MARSHAM STREET
LONDON SW1P 3EB

My ref:

Your ref:

2 April 1985

Dear Robin

FOOTBALL SPECTATOR VIOLENCE

/ I enclose a draft letter for the Prime Minister to send to the Chairman of the Football Association summarising the outcome of yesterday's meeting.

I am copying this to Rachel Lomax (HM Treasury), Hugh Taylor (Home Office), John Graham (Scottish Office), Richard Allan (Department of Transport), Phil Dykins (Office of the Minister for Sport), Alistair Harrison (Mr Renton's Office), and Richard Hatfield (Cabinet Office).

Yours ever,
A C Allberry

A C ALLBERRY
Private Secretary

Robin Butler Esq

02 APR 1985

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1.

DRAFT LETTER FOR THE PRIME MINISTER TO SEND TO F A MILLICHIP ESQ,
CHAIRMAN, THE FOOTBALL ASSOCIATION, 16 LANCASTER GATE, LONDON W2 3LW

FOOTBALL SPECTATOR VIOLENCE

I was most grateful for the constructive and helpful discussion we had on Monday. It is clear that we share a firm commitment to implementing vigorous new measures to combat the continuing problem of violence at football matches. You must be in no doubt of the Government's resolve to support you and the Football League in taking every action you can to prevent and control incidents, so that football can become once again a family entertainment and sport.

In our discussion you, and the Football League, agreed to

- re-examine urgently the FA rules governing discipline and the responsibilities of clubs, with a view to changing and strengthening them. You will look in particular at the possibility of removing the reference to "all reasonable precautions";
- accelerate the introduction of CCTV especially at grounds where problem matches may be played;
- ~~to~~ ensure that perimeter fencing is in place and effective; *in Home grounds*
- investigate a practical scheme of membership cards for Football League, FA and European/International matches, ~~and~~ *in discriminate UEFA agreement,* You agreed to report back to Neil Macfarlane within 6 weeks;
- introduce more restrictions on the issue of tickets for problem matches (which should be ticket only);
- encourage more and better family enclosures at League grounds;
- deal severely with any bad example set to supporters by players' behaviour on the pitch. *3*

2.

I hope that ~~the~~ significant ^{Progress} ~~money~~ can be made before the start of the season.

The Government will support you. We will be announcing shortly in a White Paper our conclusions following the Public Order Review and our proposals for new legislation in the Autumn. There will be some new provisions which are of general application, but will assist in preventing and controlling football hooliganism.

That legislation will also include the powers to control the sale of alcohol at grounds, and on transport to grounds, along the lines of those that have been successful in Scotland. I explained that we do not intend to implement a comprehensive ban on alcohol under the new legislation; ~~as in Scotland,~~ we propose to designate particular clubs, according to their record. In advance of that legislation, I hope that you and the clubs will take action under your existing powers to ban alcohol from matches.

The Home Secretary will also be discussing with the police what improvements can be made in their effectiveness in dealing with football hooliganism, and in particular the obtaining of evidence needed to bring more serious charges where that is appropriate. He is encouraging magistrates to make full use of their powers, including detention centre and attendance centre sentences where appropriate, and is drawing attention to the Court of Appeal guidelines on sentencing violent offenders, and the availability of bail conditions forbidding attendance at matches pending trial.

The Home Secretary also proposes to review the guidelines issued, in the Green Code, under the Safety of Sports Grounds Act; he will ~~also~~ extend designation under the Act to clubs in Divisions 3 and 4 of the Football League, starting with those where there has been a record of violence.

The Government will support you. We are prepared to take action in the following ways:

FA/News
AG

- ~~Introduce~~ ^{will be introduced} legislation to control the sale of alcohol at grounds, and on transport to grounds, along ~~its~~ ^{the} lines that have been successful in Scotland. The powers would ~~be used to designate clubs having a bad record selectively.~~
- Under the Safety of Sports Grounds Act, designation will be extended to clubs in Divisions 3 & 4 of the Football League, initially to ~~problem~~ ^{problematic} grounds with a record of violence and the guidelines in the Green Code will be reviewed
- ~~The~~ White Paper is to be published ^{our conclusions} shortly ~~in the autumn~~ ^{of the autumn} following our Public Order Review and ~~our proposals for legislation in the autumn~~ ^{of the autumn} ~~of the review of the Public Order legislation.~~ Some ~~of the~~ ^{provision} new ~~provisions~~ ^{provisions} will be of particular ~~importance~~ ^{benefit} help in preventing & controlling football hooliganism
- The Home Secretary will ^{be} discussing with the police what improvements can be made to the effectiveness in dealing with football violence, particularly by ~~considering how to~~ ⁱⁿ ~~obtain any~~ ^{help} evidence to bring more serious charges, where appropriate.
- The Home Secretary will ^{be} encouraging magistrates to make full use of their powers, including detentions and attendance centre sentences ^{and bail conditions forbidding attendance at matches; and in drawing} ~~where appropriate.~~ ^{of} ~~drawing~~ ^{drawing} attention to the Court of Appeal guidelines on sentencing violent offenders, and ~~to the availability of bail conditions forbidding attendance at matches.~~

~~Discussion will take place~~

- ^{Discussion will be held} ~~Disc~~ with other governments ^{on} what ~~could~~ ^{can} be done to deal with ^{and we are} ~~examined~~ ^{examined} ~~arrangements for travel to members within the UK.~~

considering arrangements for people sentenced for offences overseas to serve ^{the} sentences in their country.

I believe this represents a substantial package of new measures from the Government to support the ~~new tough line~~ ^{strong action} you and the Football League have agreed to take. I welcome your initiatives and the constructive, firm approach you have adopted. I ~~feel~~ ^{feel} confident that progress will ~~now~~ be made ^{in dealing effectively} with the ^{problem.}

I am copying this letter to Mr Jack Dunnett.

DRAFT LETTER FOR THE PRIME MINISTER TO SEND TO F A MILLICHIP ESQ,
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I am copying this letter to Mr Jack Dunnett.

02 APR 1985

10 11 12
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CONQUEROR

Prime Minister

We must get out what the Government is prepared to do -

Alcohol - extend Scottish legislation to designated grounds

Safety of Sports Grounds - designate problem grounds in 3rd + 4th divisions

Public order - amend law through Home Secretary's review

Police enforcement - discuss with police better preventive measures and collection of evidence

Sentencing - encourage courts to make full use of powers

Overseas matches - discuss with other governments and look at organised trips.
Sentences to be served at home?

You may want to stress
what we will do —

- Alcohol legislation
 - Public Order - White Paper - Bill
 - 1975 Act - Safety of Sports Ground
Designation - Divs 3 & 4
 - Police Enforcement
 - information gathering
 - evidence
 - communications
 - Courts
 - severer penalties
 - attendance centres
- ⇒

The Football Association has assumed the responsibility of dealing with "all cases of misconduct connected with the playing of matches by Clubs" for which purpose it appoints a Disciplinary Committee. The underlinings are mine in order to emphasise the concept of wrongdoing, fault or blame - call it what you will.

The present problems arise basically because of the outrageous anti-social behaviour of certain elements of our society which have become so serious as to jeopardise at the very least the enjoyment by many of one of our great national sports and, at worst, its very future existence. It is not restricted to the world of soccer though current thoughts are concentrated in this direction.

Whenever there is disorder with actual or potential serious consequences on a large scale, the public in general always seeks to allocate blame for what has happened - this is perhaps understandable in the atmosphere of crisis which pervades - but this thin desire for scapegoats is nonetheless provided by those who ought to know better and who have simply not "thought it through" rationally.

It is a basic rule of our law that no person or body is normally to be regarded as responsible for the acts of another or liable for its consequences. Certain exceptions to this rule do exist, most obviously the master/servant or employer/employee situation or, in certain contexts, the situation of

principal/agent. No-one could suggest that soccer hooligans or thugs are employees or agents of the Clubs which they pursue (nor in my view are they properly called "supporters" though this term is frequently used; if they were true supporters they would presumably not wish to do anything which might damage the reputation or future of the Club), when they behave badly, whether inside or outside soccer grounds, on trains, in public houses, in public streets, there is no principal^{le} of law by which their acts can be imputed to the Football Club in whose name they profess to be acting. C/F: the master/servant relationship, in which the acts of a servant which are outside the scope of his employment and which are neither approved nor condoned by the master are NOT acts for which the master can be held responsible. Of course the conduct referred to is criminal conduct in respect of which the Police must act (with the support and co-operation of the Clubs concerned, the F.A. and the Courts), but the criminality is theirs and theirs alone and cannot in my view be imputed to anyone else.

However, the status of the hooligan being what I have said does not alter the fact that he exists and is known to exist in sufficiently large numbers not to be ignored, it is because of this reality that a prudent Club has no alternative but to take all reasonable precautions and to exercise all due diligence to ensure that the hooligan element is contained, deterred, split up, kept away and that whatever can reasonably be done to prevent it from causing damage or chaos is done. The implications of "reasonable precautions" and "due diligence" are matters of great difficulty, depending as they do upon expert professional guidance coupled

with lessons from past experience, and involving enormous potential expense (all of which are factors to be weighed carefully in the balance); the point which must be emphasised, however, is that all this responsibility which falls on the shoulders of the Football Clubs is based NOT on any responsibility for the acts or defaults of the hooligans but entirely on its responsibility for its own acts or defaults in preventing the consequences of conduct which it knows may and indeed almost certainly will arise.

I have been invited to consider the wording of a proposed re-drafted rule 31(a) and (b) of the FA rules. I have to say at once that my conclusion is not in favour of the proposal for a number of reasons:-

- (1) Rule 31(a)(i) The word "absolutely"

I read this in conjunction with paragraph 2 of page 2 of the FA letter to the Minister dated 20th March. As drafted, however, unless a hooligan can properly be called a member or person fulfilling a mission(!) it doesn't seem to me to have the effect described in the letter.

However, even if one altered or amended the wording in order to create liability for the acts of hooligans, I would regard this as open to grave objection. I have two main reasons for saying this:-

- (i) The FA would be seeking to create a liability within its own disciplinary arrangements which goes far beyond any comparable liability known either to the civil or

criminal law of England, i.e.. by removing the element of misconduct or negligence (by act or default) the Clubs could be made responsible for the acts of hooligans over which it has no control.

(ii) Even if such a liability were created with the approval of the Council, it would be quite impossible for the FA to impose any sentence or sanction on any Club convicted in such circumstances. There is no way in which misconduct and/or discipline can be divorced from the concept of moral wrongdoing or negligence.

The Commission would find itself in the same position as the High Court in the case of HART V. BEX 1957 Crim. L.R. 622 - a defect in a breaking system (a case of absolute liability) arose unexpectedly and suddenly about which the driver had no knowledge, the High Court ruled that either the Police should have refrained from prosecution or that, if he was charged, he should be given an absolute discharge.

Consequently I conclude that the FA is under no duty to introduce any change which involves a concept of responsibility without blame and that to do so would be unfair to the Clubs, counter-productive and meaningless. If having regard to the public policy aspect, there is to be any pressure for making Clubs liable for damage caused by hooligans on a so-called absolute basis, such radical measures could only be created by Acts of Parliament; I would have expected all football clubs to resist any change in the law which could make them responsible for acts over which they have no control - and on mature reflection I would expect the FA to support them in resisting such measures.

In my view, a more constructive approach would consist of examining and defining yet again all those areas in which precautions can be taken to prevent hooligans from achieving their objects and in particular those aspects where Clubs can advise, assist and co-operate with the Police at all stages; each Club must presumably consider the problems of every match and make its preparations in advance - and would be well advised to keep a record of all the decisions made, precautions taken etc. For my part I would not seek to list the precautions in any of the FA rules - partly because conditions can change almost from one week to the next; but it is imperative that all clubs be kept fully informed of the F.A.'s views as to what "proper precautions" and "due diligence" involves by circularising such information on a regular basis. There is much also to be said for making Clubs acknowledge receipt of such information - although of course the FA is presumably under no obligation to ensure that clubs carry out the precautions.

MICHAEL PRATT
1 PAPER BUILDINGS
TEMPLE
EC4

Football
memo

✓

Clearly the Government is concerned to take steps to
 minimise the risk of disorder. Mr. Macfarlane therefore
 wrote to the Football Association requesting them to change
 the date of the game. Fixture congestion in England proved
 to be a problem and the Scottish Football Association have
 agreed to the game being played in Scotland. There was no
 Government instruction to change the venue. It is an
 acknowledgement of the good behaviour of Scottish fans that
 the match has been transferred to Hampden Park.

||

||

subject as marked

J 2 4 A

cc Hartley Booth.



10 DOWNING STREET

From the Private Secretary

1 April, 1985.

The Prime Minister, accompanied by the Home Secretary, Secretary of State for the Environment, Minister for Sport, Mr. Renton, Mr. Mitchell, and Mr. Ancram met representatives of the Football Association and Football League earlier today. The Football Association was represented by Mr. Bert Millichip, Chairman, Mr. Les McKay, Chairman of the Football Association's Disciplinary Committee, and Mr. Ted Croker, General Secretary. The Football League was represented by Mr. Jack Dunnett, President, and Mr. Graham Kelly, Secretary of the League. Mr. Booth was also present.

The Prime Minister welcomed Mr. Millichip, Mr. Dunnett and their colleagues, and thanked Mr. Millichip for the Association's paper. The Government's aim was to restore football to its former place in society. The action taken in the past had manifestly not been enough to deal with the problem of football hooliganism. The Government could and would provide the necessary legislation as a fall-back, but it was up to the football authorities how far this would need to be used. Any measures would need to be selective; some matches and some grounds were much more prone to trouble than others. It was important to address the problem of overseas matches, some of which had gravely tarnished the reputation of the nation abroad. The Prime Minister noted that the FA's memorandum did not say what action they proposed to take. She asked the FA and the League to describe in more detail what measures they had in mind.

Mr. Millichip regretted that the situation required the meeting to take place. The Association, like the Government, wanted to tackle the problem vigorously. One key issue was that under existing rules clubs could not be found guilty for incidents of violence if they had taken "all reasonable precautions". The Association had, however, taken counsel's advice on the possibility of amending their rules, so that clubs could be held absolutely liable. The legal advice was that this could not be done. Mr. Millichip made available copies of the advice received.

[Handwritten mark]

The Prime Minister commented that there was no necessary requirement to make clubs absolutely liable; all that might be needed was to remove the existing qualification. The important point was to give more flexibility to find clubs liable, as well, of course, as to encourage the use of the existing powers. Furthermore, counsel's advice seemed to accept that Rule 31 did require alteration. Mr. Croker acknowledged that many felt the clubs needed stronger powers. But ultimately the problem was one of individuals behaving violently, and that had to be a matter for the courts to deal with. Stiffer sentences were needed.

Mr. Dunnett affirmed the League's wish to eliminate the scourge of football violence in conjunction with the Association and the Government. Over the years he had lobbied successive Home Secretaries without effect. He had also co-sponsored a bill to tackle the problem. The most important need was to stop potential trouble-makers breaking the law. One way of doing this was to increase the police presence at matches. The problem here was the cost. If Government contributed more, it would be easier to provide sufficient police cover to deal with unexpected outbreaks of violence. The police also needed more assistance: they required effective barriers they could control (and the height of barriers should be increased if the club had a bad record); segregation of supporters should be ensured on every ground; and there should be more use of closed-circuit television and video-recorders. The proper punishment of offenders was also important, and the charges currently being pressed were inadequate.

The Prime Minister said the Government would be introducing legislation of the kind already in place in Scotland, and ban alcohol in designated grounds. There had been none of the dire consequences which many had predicted, and in fact, gates had increased since the change. The aim was not to stop people going to matches, but to encourage people, particularly families, back to the game. The Prime Minister noted that clubs would need to continue to pay towards the cost of policing, but agreed to look further at the point Mr. Dunnett had raised. The Prime Minister noted that the introduction of CCT needed to be accelerated, and Mr. Macfarlane would get in touch with Lord Aberdare of the Football Trust accordingly. The Prime Minister agreed it was important for the police to collect evidence to make more serious charges stick. The Home Secretary was considering how this could be encouraged. He was also reviewing the Public Order legislation, and that review would be taking account of these points. He expected to be publishing the White Paper within the next few weeks. In a number of important respects there would be proposals for changes in the law which should help to tackle football violence. He would also look into a point raised by Mr. Kelly that Chief Constables were concerned about a possible reduction in their right to search, under the new provisions of the Police Act.

Mr. Dunnett agreed that the current punishments being received by hooligans were totally inadequate. A fine of £10 was neither here nor there. Much more use should be made of attendance centres, preferably away from the individual's home so as to prevent him going to any ground. Mr. Dunnett also believed that clubs should be involved, where appropriate, in the prosecution of the offenders. At present, this was undertaken entirely by the police, and many clubs were reluctant to act with them.

On the question of membership cards, Mr. Dunnett reported that he had studied this question carefully. The main problem was that very large numbers of spectators went through the turnstiles before a match, and weeding out those without cards, or with invalid cards, would pose severe practical difficulties. Furthermore, electronic checking of cards, on a comprehensive basis, would be very expensive. Mr. Croker thought such a system might be practicable for individual terraces, but many football spectators were casual visitors, and it was important not to make it impossible for them to attend. The Prime Minister thought that modern computer systems should be able to cope with the need to cross-reference tickets issued by different clubs. Season cards, authorised by the FA, might be provided for those who wished to attend matches on a more casual basis. Mr. Dunnett noted that sometimes the police seemed to prefer clubs to allow unruly spectators into the ground, rather than be turned away at the gate and, possibly, rampage through the town. The Home Secretary noted that, if it were made clear that valid cards would be required for entry, such difficulties should not happen on a regular basis. Furthermore, if the trouble-makers were to commit crimes outside the grounds, the police should have the powers to deal with this and be willing to use them. The Prime Minister asked Mr. Millichip to review the possibilities offered by a system of membership cards and to submit conclusions within six weeks, and also whether tickets for matches likely to be troublesome should be available only at the match ground.

On overseas matches, Mr. Croker reported that the FA's system of restricting attendance to those who were members of the authorised travel club had not been successful. Attempts to get the names of those arrested abroad, through the Foreign and Commonwealth Office, so that an individual's FA authorisation was withdrawn, had not proved effective. The only effective option seemed to be to clamp down on the sale of tickets generally, and to ensure that entry to matches, where appropriate, was by advance ticket only. It was not possible to ask European countries to change their ticket system just because the match happened to be against a British side. Other countries' main concern seemed to be to ship back the trouble-makers as soon as possible. Mr. Dunnett thought it would be very difficult to stop other countries selling tickets on the day matches took place. A further difficulty was that travel agencies often wanted the business generated by running "football specials". The National Front was also a major cause of difficulties at

foreign matches.

The Prime Minister did not accept matters could not be improved at overseas matches. They had to be. She would like the Football Association to consider, in their review of membership cards, how these might help control violence at matches abroad. The Home Secretary noted that it might soon be possible for those convicted abroad to serve their sentences here, and this might encourage foreign countries to prosecute properly. He foresaw difficulties in endorsing the passports of those convicted of football offences. The Government would see how the Diplomatic Service might help in identifying hooligans, and consider what could be done to discourage travel agents from setting up special travel arrangements to matches. The Government would also be looking with other European Governments at the Council of Europe Agreement on combatting violence. Meanwhile the FA should consider with the UEFA the possibility of tightening up on the sale of tickets at grounds.

Summing up the discussion, the Prime Minister noted that it was no longer a question of whether something should be done to deal with the problem of football violence, but what should be done, and by whom. For its part, the Government was prepared to take the following action:

1. The Scottish legislation on alcohol would be extended to England and Wales. It would provide the Government with powers to designate any ground, but it would be used discriminately.
2. Under the Safety of Sports Grounds Act, problem grounds in the Third and Fourth Divisions could be designated. This might ultimately be applied to all such grounds.
3. A White Paper would be published shortly on the outcome of the review of the Public Order legislation.
4. Consideration would be given to how the police could be encouraged to make fuller use of their powers, and how sentencing could be made more appropriate for the crimes involved.
5. Discussions would take place with other Governments about what could be done to deal with organised travel to matches abroad and arrangements for travel to matches within the UK would also be examined.

The Prime Minister then summed up the points the Football Associations had been asked to take forward:

1. Clubs to ensure effective perimeter fencing at grounds with bad records

2. Accelerate the installation of closed-circuit television, with the assistance of the Football Trust.
3. Investigate the use of membership cards. The Association to report within six weeks.
4. For clubs with a bad record, consideration to be given to entry being solely by tickets which can only be bought at the ground where the match is to be played. Also consideration should be given to extending family enclosures.
5. Consider the possibility of changing Rule 31, to remove the "all reasonable precautions" let-out.

The Prime Minister agreed to write to the Associations this week summarising the outcome of the meeting, and setting out what the Associations and the Government had agreed. The Government relied on the Associations to do a great deal. The more they were prepared to take on, the less need there would be for Government action. The game had to be saved, and it was important that all concerned were seen to be taking effective action. Players particularly should set a good example on the field. The Prime Minister noted that, after the meeting, the Home Secretary and Environment Secretary would be giving a press conference.

I am sending a copy of this letter to Len Appleyard (Foreign and Commonwealth Office), Rachel Lomax (HM Treasury), Hugh Taylor (Home Office), John Graham (Scottish Office), Richard Allen (Department of Transport), Phil Dykins (Office of the Minister for Sport), and Richard Hatfield (Cabinet Office).

*X well
C. W. W. W.*

(Mark Addison)

Andrew Allberry, Esq.,
Department of the Environment.

B1

The Prime Minister, accompanied by the Home Secretary and the Secretary of State for the Environment, today met representatives of the Football Association and Football League about measures to combat soccer hooliganism.

The FA was represented by Mr Bert Millichip, Chairman; ^{2c} Les McKay, Chairman FA's Disciplinary Committee; and Mr Ted Croker, General Secretary of the FA.

The Football League was represented by Mr Jack Dunnett, President; and Mr Graham Kelly, Secretary of the Football League.

Mr Neil Macfarlane, Minister for Sport; Mr David Mitchell, Department of Transport; Mr Michael Ancrum, Scottish Office; and Mr Tim Renton, FCO.

The Prime Minister, in opening the meeting said the Government wanted to restore football to its former place in our society, so that ordinary families would want to go to matches, thereby increasing football's income.

The Government had been horrified by the extent of football hooliganism inside and outside grounds. Whatever had been done in the past had clearly not been enough to tackle the problem. We must now tackle it in no uncertain way.

The Government hoped soccer clubs would shoulder their responsibilities. It was prepared to legislate for back-up powers, but the extent to which that legislation might be used would depend on how successful the football authorities were in combatting the problem; particularly in certain grounds.

Soccer hooliganism was giving the game and Britain a very bad name and it must be dealt with effectively. What was happening was a disgrace.

The FA and Football League explained their viewpoint. Mr Millichip said many of them felt that the FA needed stronger powers and they were taking legal advice about this. The Prime Minister urged them to do so as a matter of urgency.

Mr Dunnett said they were at one with the FA and the Government in trying to stamp out the problem. It was important to increase the deterrent power of the police.

They must have:

- perimeter barriers they can patrol; and which must be raised where grounds have trouble
- segregation of supporters at all clubs, including Third and Fourth Divisions, regardless of whether the two lower divisions were designated for purposes of control
- closed circuit television and video recording
- more effective charges to be brought by the police which give teeth to Magistrates
- tougher sentencing and greater use by Magistrates of attendance centres which prevent hooligans from going to matches
- greater willingness on the part of clubs to prosecute offenders themselves
- policing to be provided free of charge as a service to the community.

Mr Millichip added that they were ready to ban the sale of alcohol on football grounds.

The Prime Minister asked the football authorities to investigate further and report within ^{Six weeks} ~~a month~~, on the possibility of introducing membership/season ticket cards which could be withdrawn from offenders.

PRIME MINISTER

SOCCER HOOLIGANS

The Home Secretary and the Secretary of State for the Environment, supported by the Mr. Macfarlane and Mr. Renton, plan to give a press conference at the Department of the Environment tomorrow immediately after the meeting with the football authorities.

Regardless of whether there is to be a statement to the House, I believe it is important that the Government should get its point of view over on the lunchtime bulletins. It is highly desirable therefore, that the press conference should start no later than 1230 and preferably earlier.

I see no point in a joint press conference with the football authorities.

Could I finally remind you of the public relations issues I mentioned on the plane yesterday:

- it is very important that in canvassing the designation of third and fourth division grounds we show ourselves to be aware of the clubs' financial position; to emphasise that designation does not automatically require all grounds to erect secure fences; and to note that money for this work is in any case available from the Football Trust. We do not aim to close poor clubs down.
- in broaching the idea of membership/identity cards, we understand fully the need to cater for the casual spectator. Our aim is not to drive people away from matches but to make grounds safe for families and therefore to encourage the ordinary decent spectator to go to matches and enjoy his football.
- our aim indeed is to help the sport, players, genuine supporters, residents near football grounds, the ordinary traveller and the police by making them all safe from the disgraceful thugs who now infest too much of football.

BERNARD INGHAM

31 March 1985

PRIME MINISTER

MEETING WITH FOOTBALL ASSOCIATIONS

1. I attach briefing for this meeting as follows:

Flag A - speaking note from DOE, drawn up in conjunction with the Home Office following Thursday's meeting;

B - Football Association's report, together with Mr. MacFarlane's reply;

C - DOE report published last year - "Football Spectator Violence";

D - Robin Butler's summing up of the conclusions of Thursday's meeting;

E - letters from Jack Dunnett, President of the Football League.

2. Ministers are assembling at 1000 for a briefing meeting. We have invited Mr. Teasdale, the key DOE official involved, to the briefing meeting in case his advice is needed.

3. At the briefing meeting, we suggest you discuss:

a) tactics with the Football Authorities, based on the DOE's speaking note;

b) tactics for the press conference which the Home Secretary and Mr. Jenkin are due to give at DOE after the meeting.

Mark Addleson

29 March 1985



CONFIDENTIAL

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

Dear Robin

9 March 1985

FOOTBALL HOOLIGANISM

/ I attach, in response to your letter of 28 March, a speaking note for the Prime Minister to use at the meeting next Monday with the football authorities.

This has been discussed with Home Office officials (who have in particular provided the material on which paragraphs 23/et seq. are based) and has been agreed by my Secretary of State.

/ I also attach an update of the summary of press comment on hooliganism.

Copies of this letter and enclosures go to Rachel Lomax (HMT), Hugh Taylor (HO), John Graham (SO), Richard Allan (Dtp), Alistair Harrison (Mr Renton's office, FCO), Phil Dykins (Minister of Sport's office) and Richard Hatfield (Cabinet Office).

Yours ever,
Andrew

ANDREW ALLBERRY
Private Secretary

Robin Butler Esq'

AA

FOOTBALL SPECTATOR VIOLENCE
SPEAKING NOTE FOR THE PRIME MINISTER'S MEETING WITH THE
FOOTBALL ASSOCIATION AND FOOTBALL LEAGUE

Background

1. The Football Association (FA) will be represented by -

Mr F A (Bert) Millichip - Chairman of the FA and a Director (past Chairman) of West Bromwich Albion Football Club;

Mr L A M (Les) McKay - Chairman of the FA's Disciplinary Committee and representative of the (amateur) London Association on the FA Council. He chairs most FA Commissions of Inquiry and, in commenting on a recent decision, is quoted as having said "We couldn't respond to public pressure or the Government";

Mr E A (Ted) Croker - General Secretary of the FA and a former professional player and businessman.

2. The Football League (FL) will be represented by -

Mr J J (Jack) Dunnett - President of the FL, Chairman of Nottingham County FC and ex Labour (Nottingham) MP. A solicitor;

Mr R H G (Graham) Kelly - Secretary of the FL.

3. The Football Association is the governing body of football and responsible for discipline. Its Council has a significant representation (about 15%) from the Football League. The powers and rules of the FA and FL are summarised at Annex A.

4. The Prime Minister will wish to be critical of the lack of decisive action by football authorities in the past and the absence of proposals from the FA's paper. The FA and FL may however have suggestions to put forward at the meeting and it is suggested the Prime Minister gives them the opportunity to do so. She will want to do this before offering any specific new measures from the Government.

Line to take

5. The problem of violence at football matches has been with us for too long. The public rightly wants action. The Government expects to see new, decisive steps taken by football authorities and clubs: we will of course fulfill our responsibilities in supporting you.

6. The Football Association provided a paper in response to Neil Macfarlane's request. It contains no proposals. Perhaps you would tell me now what you intend to do.

MEASURES TO BE TAKEN BY THE FOOTBALL AUTHORITIES

② STRENGTHEN THEIR RULES

Line to take

7. The FA's Commissions of Inquiry keep finding clubs not guilty for incidents of violence, because they have apparently taken "all reasonable precautions" under your rules. This does not make sense to the public. The FA should take out this test of reasonableness, as hinted in the paper sent to Neil Macfarlane.

← 8. This would not be unfair. Clubs must shoulder their responsibilities. Some clubs have beaten hooliganism by applying appropriate measures and others must be expected to do so.

reasonable precautions

REQUIRE ADEQUATE PERIMETER FENCING

Line to take

9. Some clubs do not have adequate fencing to prevent spectators gaining access to the pitch. This ought to be a requirement of the FA and Football League - at least for clubs with a bad record of violence; there should be fencing and it must be effective.

INSTALL CLOSED CIRCUIT TELEVISION (CCTV)

Line to take

10. We welcome the Football Trust's experiment in the use of CCTV by Police forces in Greater Manchester, West Midlands and Edinburgh. CCTV helps the deployment of police within the ground and provides video evidence of offences being committed. Its installation in problem areas should be accelerated.

INVESTIGATE THE USE OF MEMBERSHIP CARDS

Background

11. The FA and FL, with support from the police, have previously rejected proposals for the use of membership or supporters cards to control admission to grounds, because they would:-

- deter "casual" supporters from attending occasional matches - and thus reduce income;

- encourage violence outside the ground, because frustrated fans are refused entry;

- be open to abuse through borrowed or stolen cards;

-possibly require material changes to the fabric of many football grounds to enable cards to be checked at perhaps 50-100 turnstiles.

12. Any force in these objections has been reduced by advances in computer technology; cards could be read electronically and verified by photographs.

Line to take

13. It is not for the Government to tell the Association and the League the sort of scheme which you might employ, but we will make available a list of the many firms which have approached us with proposals. We hope that you will be able to assess these quickly with the firms and others concerned and adopt a viable scheme. Neil Macfarlane would like a report from you in 3 weeks which I have asked him then to discuss with you.

CONTROL TICKET SALES, TO DETER FANS WITH A BAD RECORD OF MISBEHAVIOUR TRAVELLING TO AWAY MATCHES

Line to take

14. Problem matches could and should be made all ticket, available only at the home ground. Tickets should not be sold on the day. You might consider requiring clubs with a bad record to recompense their hosts for any loss of revenue so caused.

15. It is very important to control ticket sales for matches abroad. The FA should press UEFA to change their rules to impose similar tight controls on tickets.

PLAYERS' BEHAVIOUR

Line to take

16. Players do not always set a good example through their behaviour on the pitch. It is time the FA and FL took the strongest possible action to cut out violence between players and to ensure that they set the best possible example to their supporters.

FAMILY ENCLOSURES

Line to take

17. I understand that clubs want to encourage families back to watch the game. To do so it has to deal with this general problem of violence but in particular it must make adequate and well protected accommodation available.

OVERSEAS MATCHES

Background

18. DOE has negotiated an agreement through the Council of Europe specifying the essential inter-governmental cooperation on measures and precautions to be taken. Its effectiveness, and any necessary changes, are to be reviewed in the summer, but the football authorities can do most by controlling ticket sales, either to ensure adequate

segregation of supporters or, preferably, to stop English supporters travelling to matches in Europe.

Line to Take

19. We shall be reviewing with other European governments the Council of Europe agreement on combatting spectator violence. I hope you will let Neil Macfarlane have your comments.

20. Controlling ticket sales for matches abroad is the best way to achieve results. The FA should press UEFA to require matches to be all ticket, available only at the home ground. Tickets should not be sold on the day.

21. Your considerations of a membership card scheme should pay attention to the special needs of matches abroad.

GOVERNMENT MEASURES

22. Depending on the FA's response, the Prime Minister will want to explain the steps the Government is prepared to take in support.

ALCOHOL

Background

23. The FA are for legislation on alcohol on Scottish lines but the FL are strongly against it. They will argue that comprehensive powers are not needed and that alcohol is irrelevant to many incidents. They fear the loss of income for clubs.

[In confidence. The Prime Minister should be aware that Mr Dunnett's club, Notts County, is one of those which relies heavily on the sale of alcohol (about £150,000 pa)]

Line to take

24. Drink is a particular problem. We shall be taking steps to deal with it. We shall be introducing legislation in England and Wales similar to that in the Criminal Justice (Scotland) Act. This will include powers for the police to search for and confiscate alcohol; to arrest anyone who attempts to enter a ground while drunk or in possession of alcohol; and to take proceedings against coach owners or operators who permit alcohol to be carried on football coaches. Penalties for offences under the Scottish Act go up to 60 days imprisonment. This is a substantial penalty for such an offence, and will provide an important additional means of preventing and dealing with football hooliganism.

25. We ^{hope} that, in the interim, clubs and ground authorities will ban alcohol. They can also refuse admission to drunken supporters or those carrying alcohol. The police will support the action of club stewards. The success of clubs in this period will indicate to us how best to implement the legislation once it is passed.

26. We shall also be discussing with the police and magistrates greater use of their existing powers under the Licensing Act under which the courts can already require licensed premises to close when there is likely to be disorder and unruly behaviour.

Public Order

Line to take

27. More generally, the Government has been reviewing the law relating to public order, and we shall be announcing our conclusions in a White Paper after Easter. We have taken into account the experience with football crowds and the need to ensure that the police have adequate powers to prevent and deal with disorder.

SAFETY OF SPORTS GROUNDS ACT 1975

Background

28. It was always envisaged that the Act would eventually encompass all Football League Clubs. Currently all First and Second Division clubs are designated plus national grounds for football - Wembley Stadium, Hampden Park and Wrexham - and for rugby - Twickenham, Murrayfield and Cardiff Arms Park.

Line to take

29. We intend to strengthen the scope of the Safety of Sports Grounds Act. We shall first review the guidance to local authorities on the provisions they should require (the "Green Code") and which affect crowd order - such as fencing - to see if they can be strengthened; and we will designate 3rd and 4th division grounds so that they can be required to take adequate precautions. We shall be discussing this with the relevant organisations, including the Football Association and Football League. We should welcome comments on whether all or only some 3rd and 4th division grounds should be designated.

POLICE ENFORCEMENT

Line to take

30. The Government will also be pursuing with the police various issues relating to law enforcement. These will include the gathering and exchange of information to ensure that, so far as possible, matches which may give rise to trouble are predicted. We shall also be discussing with the police how best evidence can be gathered to justify bringing serious charges whenever possible. And we shall be discussing with the police whether any improvements can be made in communication links, in dealing with travelling supporters.

COURTS

Line to take

31. The powers of the courts are already extensive. The new offences relating to alcohol, which the Government proposes to create, will strengthen them still further. The Government will be encouraging the courts to make use of their powers to send football hooligans to attendance centres and to impose bail conditions which prevent them going to matches.

CONCLUSION

Line to take

32. This is a substantial set of new initiatives by the Government, in response to the problem and your request for support. These measures demonstrate the Government's determination to do all that it can to reduce the scourge of football hooliganism. The Government has no

doubt that the police and the courts will do their part. The football authorities now need to demonstrate that they are no less resolved. They have a responsibility to do all they can to minimise disorder. Pious words are not enough. What is now required is action.

29 March 1985

THE FA AND ITS POWERS

The Football Association (FA) was incorporated on 23 June 1903. It is the governing body of football, responsible for the rules of the game and thus matters of discipline at professional and amateur levels. It is responsible for the development of the game, which continues to thrive at the amateur level; there are over 40,000 clubs affiliated to the FA and each weekend over one million people play football. The FA is responsible for the national team. The FA Cup is the most famous competition of its kind in the world. The FA's President is the Duke of Kent; its Chairman Mr Bert Millichip (also a Director of West Bromwich Albion FC); and its General Secretary is Mr Ted Croker.

The FA's ruling body is its Council; this is made up of 56 representatives of affiliated Associations (the English Counties, Armed Services, Schools, Universities etc), up to 17 honorary members and officers, 4 representatives of the British Commonwealth Associations, 10 representatives of the geographical "Divisions" into which the FA splits England (some of whom may be drawn from League clubs) and 9 representatives of the Football League. The power base thus lies with the (amateur) County Associations whose representation is usually decided on seniority. This may explain the apparent insensitivity of the Council to the needs of the 92 professional League clubs: the Chairman of the FA's Disciplinary Committee is Mr Les Mackay who represents the amateur London Association on the Council.

31(a) FA rules 31 and 33 (attached) are concerned with discipline and crowd disorder. 31(a)(i) makes clubs responsible for the conduct of, inter alia, their supporters. 31(a)(ii) requires clubs to "take all reasonable precautions" to keep order. 31(b) makes failure to comply with 31(a) "misconduct". Rule 33 sets out the procedures for dealing with "misconduct" - there shall be a Commission of Inquiry with a right of appeal to an Appeals Board. If a club is found guilty, the FA's punishment powers (33(d)) are virtually without limit. The test applied by Commissions, however, is whether clubs have taken all reasonable precautions. In determining both this and punishments the FA Commissions have arguably been too concerned about Court challenges over what is reasonable.

The Football League (FL), comprised of the 92 professional clubs in England and Wales, is concerned only with arrangements for their league programme. Its (executive) President is Mr Jack Dunnett (Chairman of Nottingham Forest FC and a former Labour Nottingham MP); and its Secretary is Mr Graham Kelly. Since the FA's powers and responsibilities extend to the 92 League clubs, the FA and FL have regular liaison meetings: each is very cautious not to trespass on areas which are the responsibility of the other.

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.

Misconduct to be Dealt with by County Associations

32. 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 37 of The Association.

Misconduct

33. (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 37.

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

34. An Association, Competition or Club summoned to attend a Personal Hearing or 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 Director, Manager, Club Official, Referee or Player may be represented by a Representative of the Club to which he may belong or by a Representative of his Association. A Barrister or Solicitor may only represent an Association, Competition or Club of which he is a Member at the time of the alleged offence. Any person summoned to attend a Personal Hearing or at a Hearing of an Appeal, Complaint or Claim or at an Enquiry must attend personally and shall not be legally represented except with the prior written consent of the Commission.

UPDATE OF DIGEST OF RECOMMENDATIONS FOR REDUCING FOOTBALL SPECTATOR VIOLENCE, REPORTED BY THE PRESS, 14-27 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 - Standard, ST - Sunday Telegraph, 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 MAGISTRATES

	<u>14-18 March</u>	<u>19-27 March</u>
- 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	G,SMR

MEASURES REPORTED SINCE 18 MARCH 1985

- 'Brand' offenders		DMR
- Commit offenders to mental hospital		DMR

SOCIAL MEASURES

	<u>14-18 March</u>	<u>19-27 March</u>
- Look more at social causes	DMR	
- Parents impose more discipline	STD,STE	DT
- Teachers impose more discipline	NoW	
- Encourage more participation in sport by young people	ST	

MEASURES REPORTED SINCE 18 MARCH

- Improve inner cities		DT
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ACTION FOR GOVERNMENT

	<u>14-18 March</u>	<u>19-27 March</u>
- Set up more attendance centres	DML,DS,DE,T DT,ST,STE	
- <u>Ban alcohol in grounds</u>	DML,DS,DE,G,DT,STD OBS,STE,SMR,SP,SE	
- Ban alcohol on <u>transport to matches</u>	DT,STD,STE SMR,SP,SE	DE,T
- 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	DE,DMR
- <u>Give powers to local authorities to stop matches</u>	DT,G,SMR	
- Reintroduce National Service	NoW	DE
- Make <u>coach operators</u> responsible for their passengers	DML	
- Licence clubs - give local authorities powers to impose conditions on clubs	G	DE
- Introduce <u>a new offence</u> applicable to <u>hooliganism</u>	T	DML,DT

MEASURES REPORTED SINCE 18 MARCH 1985

- Ban football altogether		DMR
- Close down public houses before matches		DMR
- Increase maximum penalties		G
- Introduce a more severe deterrent than fines		DT
- Give police wider powers		G
- Provide funding for anti hooliganism measures in grounds		DMR

ACTION FOR FOOTBALL AUTHORITIES

	<u>14-18 March</u>	<u>19-27 March</u>
- <u>Greater use of Closed Circuit T.V.</u>	DS,DT,ST,OBS STE,SMR,SP,NoW,SE	DMR,DE,T,G
- Strengthen powers over clubs	T,ST,OBS	STD
- <u>Bring in membership card system</u>	DML,G,STD, ST,STE	DE,DT,SMR
- Introduce local plans	ST,STE	
- <u>Ban clubs</u> (permanently or temporarily)	DS,DE,S,G,DMR STD,MoS,NoW	SMR
- <u>Suspend clubs</u> 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	SMR
- Relegate clubs to a lower division	STD,MoS,SP	
- <u>Make problem matches all ticket</u>	DS,S,G,STE,SP	DE,SMR
- <u>Clubs to pay for policing both in and out of ground</u>	DE,T,DT	
- <u>Ban supporters for life/announce names of those banned at matches</u>	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,	SMR
- <u>Tough action on players behaving badly</u>	SP,NoW	
- Prevent away fans travelling	DML,STD	SMR
- Provide better facilities in grounds	DT	

MEASURES REPORTED SINCE 18 MARCH 1985

	<u>19-27 March</u>
- Clubs pay for all damage caused by their supporters	DE,G
- 'Away' supporters pay 'insurance premium' on top of cost of ticket : returned in event of no trouble	DE
- Designate all 3 + 4 Division clubs under Safety of Sports Ground Act	G
- Beam matches to visiting teams ground	DMR
- Install 'family areas'	T
- Install perimeter fencing at all grounds	G
- Install stronger perimeter fencing	T,DMR
- Install moats around ground	DMR
- Install better crowd control and segregation facilities	DE,T

ACTION FOR POLICE

	<u>14-18 March</u>	<u>19-27 March</u>
- 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	T
- Set up national intelligence network	STE	T,DT
- Prevent all away fans travelling	DML,STD	DE,DMR,SMR

MEASURES REPORTED SINCE 18 MARCH 1985

- Turn troublemakers back	DMR
- Use water cannons	DMR
- Spray dye on offenders for easy identification	DMR

29 MAR 1985

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PRIME MINISTER

FA/FOOTBALL LEAGUE PRESS CONFERENCE

I mentioned this morning that we need a firm, resolute and public Government presentation after Monday's meeting with the football authorities.

It is clear from Mr Macfarlane's approach to me afterwards that he intends taking the lead, and wants me to ring him on Sunday evening to discuss the arrangements.

I need guidance.

This is because:

- i. expectations have been aroused, and a Parliamentary Under Secretary is (in my view) too low a level to convey the Government's concern and determination; and
- ii. I am reliably informed that Mr Macfarlane does not have a great deal of credibility with the media; his relations with them are not good, for a variety of reasons.

We need to decide who should take the lead. Bearing in mind the Kilroy-Silk affair, we also need to make sure of the availability of Ministers for media work.

The neatest compromise is for Patrick Jenkin to hold a press conference after the meeting, accompanied by Mr Macfarlane. The alternative is for the Home Secretary and Patrick Jenkin, accompanied by Mr Macfarlane and Mr Renton, to meet the press perhaps under my chairmanship.

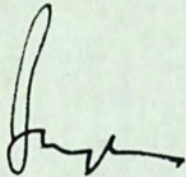
I would prefer a double-handed Brittan/Jenkin press conference, chaired by me.

'This would

This would underline the Government's concern and determination to crack the problem. Mr Macfarlane and Mr Renton should be present and on the platform.

I need a decision overnight so that arrangements can be set in hand for a press conference at the Home Office/Department of the Environment.

Agree Home Secretary/Patrick Jenkin press conference?



BERNARD INGHAM

28 March 1985

subject cc
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JR

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10 DOWNING STREET

From the Principal Private Secretary

28 March 1985.

Dear Andrew,

FOOTBALL HOOLIGANISM

The Prime Minister held a further meeting this morning to discuss the proposals in the Home Secretary's minute of 27 March about domestic matches and your Secretary of State's minute of 27 March on matches abroad, in preparation for the meeting with the football authorities on 1 April.

The Home Secretary, introducing his paper, said that the police felt strongly that they should not bear the full burden of action and that maximum pressure should be put on the football authorities to take action themselves. With that proviso, however, his minute contained a number of specific and practical measures, some of which could be taken whether or not the football authorities took action themselves.

In discussion of the proposed measures in the Home Secretary's and your Secretary of State's minutes, the following points were made:-

(i) Alcohol

While the football authorities should be urged to forbid the sale of alcohol on their premises and the bringing of alcohol into grounds, back-up legislation should also be taken in England and Wales on similar lines to that which already applied in Scotland. This should be included in the Public Order Bill to be introduced in the following Session, despite the slight risk of extending the ambit of that Bill. As in Scotland, the legislation should include powers to search for and confiscate alcohol; to ban alcohol on coaches to football matches; to take proceedings against owners of coaches on which alcohol was found; and similarly ban alcohol on trains going to football grounds. However the Secretary of State for Transport did not think it necessary to adopt the Scottish legislation which banned the sale of alcohol on all Express coaches.

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(ii) Safety of Sports Grounds Act

The Football authorities should be urged, with the help of the Football Trust, to see that effective perimeter fencing was installed at all problem grounds. With that end in mind, the Government should tell the Football Association that it was prepared to designate all third and fourth division grounds under the Safety of Sports Grounds Act, and the Home Secretary would consider whether the guidelines issued under that act needed sharpening up. In particular he had it in mind to include a provision that clubs should accept and pay for a police presence in the numbers thought necessary by the Chief Constables. It would be important to ensure that the guidelines could be applied discriminatorily, so as to guard against the risk that third and fourth division clubs might say that they would be forced out of business if all of them were obliged to introduce the safeguards required by the guidelines.

(iii) Public Order

The meeting welcomed the proposed controls on public assemblies which would be introduced in the Public Order Bill. However, the Secretary of State for the Environment said that his legal advice was that it would remain difficult for the police to collect evidence unless it were made a specific offence to be a member of a riotous group. The Prime Minister asked the Home Secretary to consider further whether the law needed any further strengthening to assist the police to deal with crowd misbehaviour, and in particular to consider whether it should be made a specific offence to encroach on to a football pitch. She would send the Home Secretary an interesting letter which had been addressed to her by a former police officer. |

(iv) Arrangements for collecting and disseminating information about behaviour at matches

It was agreed that, with the help of the Football Trust, the Football Association should be encouraged to promote the use of close circuit television at problem grounds, both as a source of evidence and as a deterrent. In this respect the Home Office surveillance vehicles had a valuable part to play, and the Prime Minister asked the Home Secretary to consider how quickly the availability of vans could be increased.

(v) Sentencing

It was noted that Magistrates had recently been giving stiffer sentences and that the Home Secretary would take steps to encourage the use of attendance centres: however, there was evidence that attendance centres were not regarded as an effective deterrent in the most difficult cases.

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(vi) Membership cards

The banning of troublemakers from grounds might be welcome to the football authorities and would be greatly assisted by membership cards. Membership cards would also be useful in controlling fans attending overseas matches (see (vii) below). However, it would be oppressive if casual attendance at football matches were made difficult or impossible by the absence of a card. From this point of view, there would be advantage if the cards were issued by the Football Association rather than by individual clubs

(vii) Overseas matches

One possibility was to make football hooliganism an extra territorial offence so that breaches of the law overseas could be tried in this country. However, such extra-territorial offences were normally the subject of an international agreement and, without such agreement, it would be difficult to get witnesses to this country. Further consideration should be given on proposing an international convention on this matter. Another approach would be to arrange that those convicted overseas could be required to serve their sentences in this country: this would remove the present disincentive to overseas authorities in bringing proceedings against British hooligans. The Home Secretary would consider whether this could be brought within a convention now under consideration.

(viii)

The Minister for Sport reported that the Football Association had agreed to transfer the England v Scotland match on 25 May to Scotland.

Summing up the discussion, the Prime Minister said that the present group of Ministers, or their representatives, should join in meeting the football authorities on the following Monday. A speaking note should be prepared setting out specific propositions to be put to the football authorities, including a ban on alcohol in football grounds; effective perimeter fencing and extended use of close circuit television at problem grounds; the issue of membership cards to control entry to grounds; and a ban on organised travel by supporters of troublesome clubs to away matches, whether at home or overseas. The speaking note should also set out the action which the Government was prepared to take to back up or reinforce actions of the football authorities, including legislation on alcohol on Scottish lines; designation of third and fourth division football grounds; amendments to the public order laws; discussions with police about the collection of evidence, the greater use of Section 188 of the Licensing Act, the use of attendance centres, the use of their powers to prevent people travelling when there was likely to be a breach of the peace and communications with the British Transport Police; and discussion with other governments about a convention which would introduce effective mutual action against hooliganism. The speaking note on these lines should be prepared by officials of the Departments concerned and circulated to Ministers by close of play tomorrow, Friday 29 March. The Government would then have to be prepared to say publicly, at the end of the meeting with the football authorities, what propositions it had put to the authorities and what measures it was considering

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taking itself.

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

Yours sincerely,

Robin Butler

(F.E.R. BUTLER)

Andrew Allberry, Esq.,
Department of the Environment.

PRIME MINISTER

FOOTBALL HOOLIGANISM: MEETING AFTER CABINET

The meeting after Cabinet is to discuss the work Departments have done taking forward their remits from last Thursday's meeting, and to consider the handling of Monday's meeting with the Football Association and the Football League.

This brief contains:-

- Flag A The Home Secretary's note setting out a possible package of Government measures.
- Flag B The Environment Secretary's note, which deals only with matches abroad.
- Flag C Advice from Policy Unit which lists the options (mainly for Government) which might be pursued.
- Flag D Bernard Ingham's note on the discussion about football violence at the Mirror lunch.
- Flag E The Football Association report which arrived just before last week's meeting. Mr. MacFarlane has replied saying that it does not meet the request to identify the action the FA intends to take.

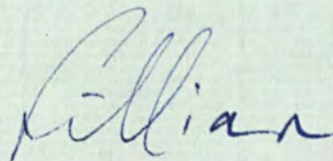
I also attach, in case you wish to refer to them:-

- Flag F A clutch of letters you have received on the subject, most of which you have seen already.
- Flag G A letter from Jack Dunnett enclosing a copy of a Bill on football crowds which he co-sponsored when he was an MP.

/You will wish

You will wish to cover the following items during the meeting:-

- (i) The measures Government might take (in relation both to matches at home and abroad).
- (ii) The measures the FA should be asked to take (ditto). Bernard Ingham's note of the lunch provides a useful summary list of these.
- (iii) Ministerial attendance at Monday's meeting. From the FA we expect Bert Millichip (Chairman); Ted Croker (Secretary); Les McKay (Chairman, Disciplinary Committee). From the Football League, Jack Dunnett (Chairman); Graham Kelly (Secretary).
- (iv) Tactics at the meeting.
- (v) Next steps following the meeting. In particular, the content and timing of any Government announcement next week. The main issue for decision here seems to be how far the Government should be taking measures itself at this stage, before the Associations are given the chance to take the necessary steps (in time for next season).



p.p. MARK ADDISON

27 March 1985

FOOTBALL HOOLIGANISM

SUMMARY OF PROCEDURES FOR CONSULAR DEPARTMENT AND OVERSEAS
POSTS OF THE FOREIGN AND COMMONWEALTH OFFICE

ACTION

1. The officer nominated to look after football matters in Consular Department will (as promptly as possible) notify posts overseas of forthcoming matches in their districts and of any proposed visit from club or association representatives. However whilst it is usually possible to obtain advance information on dates and venues of matches in the major events, like the World Cup and the European competitions, it is not always possible for details of friendly matches to be obtained in advance as these are often arranged at short notice. In some cases, the first news of such a match may come to the post rather than to the FCO. If so, the post should contact Consular Department. FCO
POST
2. The post should contact the local club secretary (or local association secretary in the case of international matches) to discuss safety precautions with them and the local authorities prior to the match. Such discussions may include British club or association representatives and, as happened in the past, representatives from the Department of the Environment. Where serious crowd disturbance or hooliganism is expected, Consular Department and the Department of Environment will agree on the appropriate level for an early representation to be made to the foreign government concerned, emphasising the need for proper security arrangements. FCO/DOE
3. Nearer the date of the match, the British Transport Police will contact clubs or associations for information on the number of supporters travelling, method of travel and estimated times of arrival. This information will be passed direct to the post concerned (copied to Consular Department) and the post will then notify the local football and other authorities. It is inevitable that this information can sometimes only be sent to posts at a late stage (usually within the week preceding the match). Thus it will normally be necessary for posts to act promptly in passing it on to the local authorities as appropriate and coordinating any final arrangements with them, as necessary. BTP
POST
4. The post should consider deploying extra consular staff on the day of the match at the stadium, main rail and air terminals and coach parks, etc., to assist any supporters in distress. This may be particularly relevant where the match is being played at a place where there is no resident consular representation or an honorary consulate only. In such cases, reinforcements from the main consulate may have to be sent to the venue on the day of the match to ensure adequate consular coverage. POST

5. The Post will notify Consular Department immediately of any injured supporters or supporters arrested and detained. Although such notification may, in the first instance, be sent to the nominated football officer, any cases will subsequently be dealt with on a normal consular basis by the appropriate geographical desk officer in Consular Department.

POST

FCO

6. The post should later produce a brief report on events concerning the match; this should be sent to Consular Department, and the Department of the Environment.

POST

7. The instructions given in this Annex will be included in DSP Vol 29.

Consular Department

B

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.

A

UNION DES ASSOCIATIONS EUROPÉENNES DE FOOTBALL (UEFA)



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

1976/77 et jusqu'à nouvel avis
and until further notice
und bis auf weiteres

*Ce document a été élaboré avec le concours de la Football Association, Londres,
et du Deutscher Fussball-Bund, Francfort.*

*This document has been elaborated with the assistance of The Football Association, London,
and the Deutscher Fussball-Bund, Frankfurt.*

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Instructions impératives et recommandations aux organisateurs de matches de compétitions de l'UEFA et aux équipes visiteuses, ayant trait aux mesures de précaution en vue d'éviter les troubles provoqués par la foule

Les passages imprimés en gras sont des instructions impératives.

1. Mesures de précaution

- a) **Vente contrôlée des billets en étroite collaboration avec le club visiteur respectivement l'Association visiteuse.**
 - Dans la mesure du possible la quantité de billets d'entrée exigée par l'équipe visiteuse lui devra être accordée.
Chaque club ou Association agira à sa guise pour la distribution des billets lui ayant été alloués, mais endosse toutes les responsabilités en ce qui concerne ladite distribution.
 - Les supporters de l'équipe visiteuse doivent être séparés par groupes restreints de 500 personnes au maximum, si possible. Dans la mesure du possible on évitera de placer les supporters dans les premiers rangs, situés le plus proche du terrain de jeu. **Aucun contact entre les supporters des deux équipes.**
 - Eviter le marché noir. **Au lieu de la rencontre pas de vente en séries de billets, mais uniquement par contingents réduits.**
- b) Dans la mesure du possible, contrôle par le club visiteur, respectivement l'Association visiteuse avant le départ devant permettre d'établir si des personnes mineures, en particulier, disposent des moyens financiers nécessaires à leur séjour (ainsi on évitera que ces derniers, s'ils sont impécunieux, puissent mettre les pieds sur sol étranger d'entrée de cause).
- c) Exercer une influence sur l'activité de clubs de supporters afin d'obtenir leur aide pour éviter des excès.
- d) L'arrivée de voyages organisés pour supporters ne devrait avoir lieu que le jour du match.
- e) Inviter les agences de voyage à ne pas offrir de boissons alcooliques lors de voyages organisés au match.
- f) Les agences ne collaborant pas en ce sens ne seront plus prises en considération à l'avenir.
- g) Contrôles aux entrées du stade pour éviter que des bouteilles, des fusées ou d'autres objets ne soient introduits à l'intérieur du stade.
- h) Les objets confisqués sont à garder dans un endroit spécialement réservé à cette fin où les personnes concernées pourront les récupérer après le match.

- i) Les gradins devraient être cloisonnés afin de restreindre la liberté de mouvement.
- k) Les grillages érigés entre la surface de jeu et les spectateurs devraient comporter des ouvertures/portes pour des raisons de sécurité.
- l) **Interdiction de vente à l'intérieur du stade pour toutes les boissons en bouteilles et en boîtes ainsi que pour des boissons distillées.**
- m) Dans la mesure du possible, policiers en civil se mêlant à la foule.
- n) Services de sécurité suffisants dans l'enceinte du stade ainsi qu'aux entrées, et si possible sur les gradins. Le service d'ordre doit être présent pendant toute la durée du match.
- o) Placeurs dans le stade.
- p) Si possible, des agents de police en patrouille dans l'enceinte du stade, éventuellement tenant en laisse des chiens de garde.
- q) Formation d'une troupe spéciale prête à intervenir qui pourrait être détachée dans le secteur concerné du stade en cas d'incidents.
- r) Distraction du public avant le match par l'organisation d'un match en lever de rideau ou par des fanfares, etc.
- s) Bonne collaboration avec la police, éventuellement contact direct par radio-téléphonie.
- t) Organisation de conférences de presse avant le match avec la participation de la police dont le porte-parole pourra donner des détails quant à la situation de la circulation et par rapport au maintien de l'ordre sur les routes d'accès ainsi qu'aux alentours du stade.
- u) Eventuellement installation de caméras de télévision dans le stade pour surveiller les spectateurs.

2. Communications au public

- a) Annoncer par le truchement des mass media l'entrée en vigueur des mesures d'interdiction, les contrôles prévus ainsi que toutes les autres dispositions, aux supporters, par l'entremise des clubs ou Associations concernés.
- b) Simultanément, lancer un appel en collaboration avec la presse, si nécessaire à l'aide d'annonces, par la distribution de papillons aux spectateurs pendant une certaine période lors des matches antérieurs du Championnat national ou en faisant imprimer l'appel au verso des billets d'entrée, afin qu'ils
 - s'abstiennent d'apporter des fusées, des pétards ou des bouteilles au stade

- ne jettent pas d'objets
 - s'interdisent d'envahir l'enceinte du stade, avant, pendant ou après le match
 - ne dépassent pas les limites de la décence sportive en manifestant leurs sentiments de joie ou de désapprobation
 - accordent leur soutien aux services de sécurité qui s'acquittent de leurs tâches
 - empêchent que le comportement incorrect d'une minorité ne prive la majorité du plaisir de suivre un jeu de qualité
 - sauvegardent la bonne réputation de leur équipe favorite grâce à un comportement irréprochable.
- c) Informer par l'entremise du club ou de l'Association concernée en détail et de manière utile le public et les supporters, qui envisagent de faire le déplacement à l'étranger pour assister à un tel match, au sujet des particularités et des coutumes locales, ainsi que des circonstances spéciales auxquelles ils risquent d'être confrontés.

Par exemple:

- Numéros des lignes de bus et de métro à destination du stade
 - Distance séparant l'aéroport ou la gare du stade
 - Indications concernant les possibilités de stationnement
 - Indication des possibilités de se restaurer au stade ou dans les environs, ainsi que des prix moyens
 - Indication des prescriptions douanières et de change.
- d) Avant et pendant le match, recours au système de haut-parleurs dans le stade pour transmettre des appels clairs, également dans la langue de l'équipe visiteuse. Il serait bon que l'équipe visiteuse se fasse accompagner par son speaker habituel, qui serait appelé à passer les communiqués destinés à ses supporters.

3. Une étroite collaboration, avec échange d'information, portant sur toutes les questions d'intérêt commun, est indispensable entre les clubs ou Fédérations et les autorités de police.

Ces instructions et recommandations sont sujettes au pouvoir disciplinaire de l'UEFA. Elles ont été approuvées par le Comité Exécutif le 26 mars 1976 et entrent en vigueur le 1er juillet 1976.

Berne, mars 1976

Pour le Comité Exécutif de l'UEFA

Le Président: Dr Artemio Franchi Le Secrétaire général: Hans Bangerter

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

Verbindliche Weisungen und Empfehlungen an die Organisatoren von UEFA-Wettbewerbsspielen und die Gastmannschaften bezüglich der zur Verhütung von Ausschreitungen seitens der Zuschauer zu treffenden Sicherheitsvorkehrungen

Die fettgedruckten Passagen gelten als verbindliche Weisungen.

1. Vorbeugende Massnahmen

- a) **Kontrollierter Verkauf der Eintrittskarten in Zusammenarbeit mit dem Gastklub oder -verband.**
 - Der Gastmannschaft soll nach Möglichkeit die von ihr benötigte Anzahl Eintrittskarten zugestanden werden.
Die Verteilung der zugeteilten Eintrittskarten soll nach dem Ermessen der Klubs oder Verbände erfolgen. Diese tragen jedoch die volle Verantwortung für diese Verteilung der Karten.
 - Die Anhänger der Gastmannschaften müssen in begrenzte Gruppen aufgeteilt werden (sofern möglich, in Gruppen von höchstens je 500 Zuschauern) und sind nach Möglichkeit nicht auf den vordersten, dem Spielfeld am nächsten gelegenen Rängen unterzubringen. Kontakte zwischen den Anhängern der beiden Mannschaften sind zu vermeiden.
 - Vermeidung des Schwarzmarkt-Geschäftes. **Am Austragungsort kein Kartenverkauf in Serien, sondern lediglich in kleinen Kontingenten.**
- b) Wenn möglich Kontrolle vor der Abreise durch die Gastmannschaft, ob speziell die Minderjährigen über die notwendigen finanziellen Mittel verfügen. (Damit könnte vermieden werden, dass mittellose Anhänger überhaupt ins Ausland reisen.)
- c) Einflussnahme auf die Tätigkeit der Fan- und Supporter-Klubs, um ihre Unterstützung zur Vermeidung von Ausschreitungen zu gewinnen.
- d) Bei organisierten Reisen sollte die Ankunft der Anhänger erst am Spieltag selber erfolgen.
- e) Einflussnahme auf die Reiseunternehmen, keine alkoholischen Getränke auf den organisierten Reisen zum Spiel zu verabreichen.
- f) Reiseunternehmen, die zur Zusammenarbeit in dieser Richtung nicht gewillt sind, in Zukunft nicht mehr berücksichtigen.
- g) Kontrollen an den Stadioneingängen, um das Mitbringen von Flaschen, Feuerwerkskörpern oder anderer Gegenstände ins Stadion zu unterbinden.
- h) Beschlagnahmte Gegenstände sind an einer dafür vorgesehenen Stelle im Stadion aufzubewahren, wo sie nach dem Spiel wieder abgeholt werden können.

- i) Die Zuschauerränge sollten in verschiedene Sektoren unterteilt sein, um die Bewegungsfreiheit einzuschränken.
- k) Aus Sicherheitsgründen sollten die sich zwischen Spielfeld und Zuschauerrängen befindenden Umzäunungen usw. mit Öffnungen/Toren versehen sein.
- l) **Verkaufsverbot im Stadion für jegliche Getränke in Flaschen und/oder Dosen sowie von gebrannten Getränken.**
- m) Sofern möglich, Verteilung von Polizeikräften in Zivilkleidung unter die Zuschauer.
- n) Genügende Anzahl von Ordnungskräften im Innenraum des Stadions sowie an den Eingängen und nach Möglichkeit auf den Zuschauerrängen. Der Ordnungsdienst muss während des ganzen Spiels anwesend sein.
- o) Platzanweiser im Stadion.
- p) Wenn möglich Polizeipatrouillen im Innenraum des Stadions, eventuell mit Wachhunden an der Leine.
- q) Bildung einer Einsatztruppe, die bei Zwischenfällen sofort in den entsprechenden Sektor des Stadions entsandt werden kann.
- r) Ablenkung und Unterhaltung der Zuschauer vor dem Spiel durch ein Vorspiel oder eine Musikparade usw.
- s) Gute Zusammenarbeit mit der Polizei, eventuell direkter Kontakt durch Funk-sprech-System.
- t) Durchführung von Pressekonferenzen vor dem Spiel, im Beisein der Polizei, deren Sprecher Einzelheiten über die Verkehrssituation bekanntgeben kann sowie auch über die Aufrechterhaltung der Ordnung an den Anfahrsstrecken sowie im Stadion-Bereich.
- u) Eventuell Anbringung von Fernsehkameras im Stadion zur Überwachung der Zuschauer.

2. Information der Zuschauer

- a) Bekanntmachung durch die Massenmedien der in Kraft getretenen Verbote, der auszuführenden Kontrollen sowie sämtlicher weiterer getroffenen Massnahmen durch die betreffenden Klubs oder Verbände an die Anhänger.
- b) Gleichzeitig soll nachstehender Aufruf erlassen werden in Zusammenarbeit mit der Presse, notfalls durch Annoncen, durch Abgabe von Handzetteln an die Zuschauer über einen gewissen Zeitraum bei den vorhergehenden nationalen Meisterschaftsspielen oder mittels Aufdruck auf den Eintrittskarten:

- das Mitbringen von Raketen, Petarden und Flaschen ins Stadion ist zu unterlassen
 - keine Gegenstände zu werfen
 - den Innenraum des Stadions sowohl vor, während und nach dem Spiel unter keinen Umständen zu betreten
 - bei Freudenausdrücken oder Enttäuschungen die für ein sportliches Verhalten bestehenden Grenzen nicht zu überschreiten
 - die Ordnungskräfte in der Ausübung ihrer Pflicht zu unterstützen
 - nicht zuzulassen, dass durch unkorrektes Verhalten einer Minorität der Mehrheit die Freude genommen wird, guten Fussball zu sehen.
 - durch unfehlbares Verhalten das gute Ansehen der eigenen Mannschaft aufrechtzuerhalten.
- c) Den Anhängern sind durch ihren Verein oder Verband bereits in ihrem Heimatland ausreichende Auskünfte und nützliche Informationen zu vermitteln über lokale Eigenschaften und Gebräuche sowie über spezielle Umstände, mit welchen die anreisenden Besucher sich auseinanderzusetzen haben.
- Beispiele:*
- Nummern der zum Stadion führenden Bus- und Untergrundbahnlinien
 - Distanz vom Flughafen oder Bahnhof bis zum Stadion
 - Hinweise auf Parkmöglichkeiten
 - Hinweise auf Verpflegungsmöglichkeiten im Stadion oder in der näheren Umgebung mit Angabe der durchschnittlichen Preise
 - Mitteilungen über Zoll- und Devisenbestimmungen.
- d) Vor und während des Spiels klare und verständliche Mitteilungen über das Lautsprechersystem, ebenfalls in der Sprache der Gastmannschaft. Es wäre nützlich, wenn die Gastmannschaft ihren eigenen Platzsprecher mitbringen würde zwecks Mitteilungen an ihre Anhänger.

3. Eine enge Zusammenarbeit und ein intensiver Informationsaustausch zwischen den beteiligten Klubs oder Verbänden, unter Einbezug der Polizeikräfte, ist notwendig in allen geeigneten Punkten.

Die vorstehenden Weisungen und Empfehlungen unterliegen der Disziplinargewalt der UEFA. Sie wurden am 26. März 1976 vom Exekutiv-Komitee genehmigt und treten ab 1. Juli 1976 in Kraft.

Bern, März 1976

Für das Exekutiv-Komitee der UEFA

Der Präsident:
Dr. Artemio Franchi

Der Generalsekretär:
Hans Bangerter



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C. H. Booth

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PRIME MINISTER

FOOTBALL HOOLIGANISM

..... I have pursued the points raised at the Ministerial meeting on 21 March and I attach a paper by my officials with which I concur.

The following package of measures would amount to a substantial response to the problem and seems to me to provide the basis for further discussion:

(i) The enactment in England and Wales of provisions similar to those in the Criminal Justice (Scotland) Act relating to alcohol if a suitable legislative vehicle can be found.

*Alcohol
9.10 meter lines*

(ii) Discussion with the relevant organisations with a view to extension of designation under the Safety of Sportsgrounds Act 1975, to all Third and Fourth Division grounds and, if possible, the sharpening of the guidelines; my Department is not aware of any disregard of the existing guidelines and I therefore do not consider that introducing sanctions against local authorities is likely to have any substantial effect.

*Div III TV
effective
Review of
Public Order
Review of
Public Order
Review of
Public Order*

*Safety
certificates
Pitch
removal
fences*

(iii) The introduction of the proposed controls on public assemblies which we already have in mind as a result of the review of the law relating to public order; they would be available for application to football crowds. The White Paper on this is expected to be issued in early May.

*Public
Order*

Offences

(iv) A review by the Association of Chief Police Officers of the arrangements for collecting and disseminating information about behaviour at matches, to ensure

*Retention
surveillance - Home Office ✓
1.*

that Chief Constables have comprehensive information about the likelihood of disorder,

- (v) Discussion with ACPO and the Magistrates' Association about the greater use of section 188 of the Licensing Act 1964 to close licensed premises in areas where the presence of football supporters is likely to result in scenes of disorder and unruly behaviour,

Licensing

- (vi) Steps to encourage (e.g. through Ministerial speeches) the use of attendance centres as a sentence for football hooligans and the imposition of bail conditions requiring the accused not to attend matches and to report to a police station on Saturday afternoons.

Banning

- (vii) Examination with ACPO of how to provide effective communication links with British Transport Police contingents escorting trains carrying football supporters; I accept absolutely the need to ensure communications are effective.

- (viii) Steps to encourage the police to obtain sufficient evidence to justify bringing serious charges whenever possible. As I said in my note of 20 March, I have already approached ACPO about this and I am examining how best to publicise this initiative.

Identity Cards
Could power to make
enforcement
(if appropriate possible)

I have also concluded that the existing law already covers conduct of the kind considered in our discussion of a possible new offence of tumultuous behaviour, so that there is no need for a change in the law. Nor do I think that section 15(1) of the Police Act 1964 needs amendment.

So far as the legislative elements are concerned, the Public Order Bill will provide a vehicle for (iii). The proposals about alcohol in (i) could not be fitted so easily into that Bill because of the risk that its scope might be extended, attracting amendments on other licensing proposals.

The proposals which I put forward in respect of the police and the courts should be complemented by firm measures on the part of the football authorities and football clubs to carry out their responsibility to minimise the likelihood of disorder. We should not rely on them discharging their responsibilities adequately, but we should apply the maximum pressure on them, and not let them get off the hook by being too ready to assume total responsibility ourselves.

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.

27 March 1985

FOOTBALL SPECTATOR VIOLENCE: HOME OFFICE MEASURES

Note by Home Office officials

This note reports the results of further consideration of the proposals identified at the Prime Minister's meeting on 21 March, under two headings: changes which could be introduced without main legislation and those which would need a Bill.

(1) Measures for introduction without main legislation

(a) The criminal law

Where football supporters charge down a street and cause people to scatter and take shelter for their own safety, they can already be charged with the offence of threatening behaviour contrary to section 5 of the Public Order Act 1936, as was shown by the important case of Allen v Ireland only last year (copy attached). It is clear that there does not even have to be evidence against any individual of threatening behaviour: it suffices to prove that he was an active participant in a group which collectively was guilty of threatening behaviour, as the case of Parrish v Garfitt in 1975 showed (also attached).

Section 5 creates the following offence:

"Any person who, in any public place ... uses threatening, abusive or insulting words or behaviour ... with intent to provoke a breach of the peace or whereby a breach of the peace is likely to be occasioned, shall be guilty of an offence ..."

The maximum penalty is six months and/or £2,000. The test of what constitutes a breach of the peace was laid down by the Court of Appeal in Reg v Howell [1982] QB 416 as "an act done or threatened to be done which either actually harms a person, or in his presence his property, or is likely to cause such harm, or which

puts someone in fear of such harm being done". That case concerned the common law power of arrest; but the test has subsequently been applied to the meaning of breach of the peace in section 5 by the Divisional Court in Parkin v Norman [1983] QB 92.

As the Annexes to the Home Secretary's minute of 20 March showed, serious charges carrying substantial custodial and monetary penalties are already available for offences such as grievous or actual bodily harm or criminal damage. Taken with what is said above, it is clear that the necessary powers are there for the police and courts to use, and the Association of Chief Police Officers (ACPO) have already been asked to emphasise to the police service the importance of obtaining sufficient evidence when violent behaviour takes place to lay as serious charges as the evidence justifies. The Magistrates' Association will also be approached to encourage wider use of the imposition of conditions of non-attendance at matches for bail.

As was noted at the meeting on 21 March, 109 out of 127 of the attendance centres are for juveniles (aged 10 to 16), but senior centres (for those aged 17 to 20) are available in most of the main centres of population. There is, however, room for further growth, and there are plans to open five new senior centres in the next year.

Finally on this point, following our discussion on 21 March the Home Secretary will be taking the opportunity of a speech to an audience of magistrates in Plymouth this Friday to encourage the use of attendance centres as a particularly appropriate sentence for football hooligans and to remind them that they can in appropriate cases impose conditions of bail requiring the accused not to attend matches and to report to a police station on Saturday afternoons.

(b) Designation of football grounds under the Safety of Sports Ground Act 1975

The effect of designation is to require the club (as occupier of the ground) to obtain a safety certificate from the local authority; and the latter have a discretion to impose such conditions as may be necessary in the interests of spectator safety. Home Office guidelines (published in 1976) not only cover such basic matters as gradients of gangways, crush barriers and crowd flow hazards, but also a range of recommendations more specifically related to crowd behaviour, such as pitch perimeter fences, segregation of supporters and all-ticket matches. There is no evidence that authorities do not follow these guidelines or that clubs do not comply with the conditions imposed. Indeed, on the former, the complaint from clubs is that authorities follow the Green Guide too rigidly. As for enforcement, ensuring compliance with the terms of a safety certificate is primarily a matter for the local authority which issues it.

The impact of these recommendations is being considered to see whether any parts of the Green Guide might usefully be sharpened. The Home Secretary also proposes to discuss with other interested parties the extension of designation to Third and Fourth Division clubs.

There are two main options on designation: to the grounds of selected clubs with a history of violence or to those of all clubs in the lower Divisions. There is nothing in the Act to prevent selective designation, and a particular club's history of violence could well be a relevant factor in considering designation under the 1975 Act, since that is concerned with safety. The disadvantage of selective designation, however, is that one could not act until violence had occurred (perhaps on more than one occasion) and people might have been hurt. It would be a classic case of shutting the stable door every time

after we could prove that the horse had bolted. Designation orders would also no doubt be contested strenuously by each club as its case arose, with promises that effective action had been taken to avoid a repetition. The orders are subject to the negative resolution procedure, so the occasion for Parliamentary pressure would always be available.

The 1972 Wheatley Report into Crowd Safety at Sports Grounds (Cmnd.4952), which led to the 1975 Act, specifically envisaged that the grounds of all four Divisions of the Football League would eventually be covered. What happened at Luton showed how near to serious disaster even a designed ^{club} ground could be brought by hooliganism and a peak attendance. It does not seem defensible to run the risk any longer if these factors came together at an undesignated ground which might lack even the basic protection facilities for the public or proper crash barriers, pitch perimeter fences and a sufficient police presence. Thus it is proposed to discuss designation and the guidelines on the basis that all Third and Fourth Division club grounds will in future be designated.

Some of the clubs may complain about the cost of bringing their facilities up to the minimum safety standards required. They will be able, however, to obtain help with the cost of safety work from the Football Grounds Improvements Trust, and they can also follow the example of other clubs in the past of settling for a lower spectator ceiling and taking out of use potentially unsafe areas until they can afford to make them safe.

(c) Alcohol

Closing of licensed premises

Section 188 of the Licensing Act 1964, which contains equivalent provisions to those in the Licensing (Scotland) Act 1976, gives justices of the peace power to require licensed premises to close in certain

circumstances. Where a riot or tumult happens or is expected to happen in any county, any two justices of the peace for the county may order all licensed premises (public houses, restaurants, wine bars, off-licences, hotels and licensed clubs) in the area to close for such time as they determine. A Licensee who disregards the order is liable to a fine of up to £400.

This power was used on occasions to close licensed premises in mining areas during the recent strike. Where there was reason to believe that incidents of serious public disorder were likely to occur, the police successfully applied to the justices for closing orders to be made for the day in question. It would therefore be open to the police to seek closing orders in those areas where the presence of football supporters is likely to result in scenes of disorder and unruly behaviour. The police could make more extensive use of these powers in relation to football violence, and this is to be discussed with ACPO and with the Magistrates' Association.

The Licensing Act 1964 also prescribes permitted opening hours for licensed premises. There is no obligation on licensees to open throughout those permitted hours and in areas surrounding football grounds a number will choose to close before, during and after a football match.

Football clubs can, of course, forbid the sale of alcohol on their premises and are already entitled to refuse admission to drunken fans. Some are reluctant to do so because of loss of revenue, but should be encouraged to take a more resolute line. If they did so, fans who nonetheless insisted in seeking admission would be guilty of breach of the peace, and if they resisted police efforts to restrain them would also be guilty of obstructing the police in the exercise of their duty.

(a) Away matches

ACPO have already shown that they would not hesitate to use powers to prevent people travelling where there is likely to be a breach of the peace. They have also

said that they are already looking at arrangements for collecting and disseminating information about behaviour at matches, so that Chief Constables will build up a comprehensive picture from reports by each Chief Constable on his home games. They aim to have these arrangements in effect for the start of next season.

It has been confirmed that the British Transport police, as a "private" force, do not operate in the radio frequency band used by the public emergency services such as the police. It is ACPO policy on operational grounds to allow access to police radio channels only in very special circumstances and under the operational control of the local Chief Constable (eg for Royal trains). It is clearly essential that the British Transport police are able to communicate rapidly with the police wherever violence occurs on trains. This will be pursued urgently with ACPO, [redacted]

(e) Crowd photography

In order to assist the police in monitoring crowd behaviour and in obtaining evidence of individual criminal offences, the Scientific Research and Development Branch of the Home Office has developed an experimental public order surveillance vehicle with sophisticated video and photographic equipment. This vehicle has been deployed at two football matches to date, and it is proposed to deploy it at 5 Chelsea home matches in April. The vehicle is intended to be used inside the ground during matches and outside before and afterwards. It is capable of taking good quality pictures (both still and video) at a range of up to 150 yards. First reports are favourable, and the vehicle will be further evaluated during April. A second improved prototype is nearing completion.

(2) Measures requiring main legislation(1) The criminal law

In the Public Order White Paper we are proposing to amend section 5 of the Public Order Act so that it will read as follows:

"Any person who, whether in a public or private place, uses threatening, abuse or insulting words or behaviour which is intended or likely:

- (a) to cause another person to fear unlawful violence, or
- (b) to provoke the use of unlawful violence by another

shall be guilty of an offence."

As compared with the present law, unlawful violence will include violent conduct towards property as well as towards persons; and it will not be restricted to conduct causing or intended to cause injury or damage, but will include any other violent conduct (such as kicking cars or throwing missiles). Thus section 5 as amended should continue to catch behaviour of the kind described in Allen v Ireland, because it will cause bystanders to fear unlawful violence to their persons or their property. This will cover the sort of disorderly and tumultuous conduct involved in football violence.

The proposals in the Public Order White Paper will also give the police power to impose conditions on an assembly in the open air if they reasonably apprehend serious public disorder, or serious disruption to the life of the local community. The conditions will cover numbers, location and situation. Thus if the police apprehend serious public disorder in connection with a fixture they will not be able to prevent the match being played; but they will be able to limit the number of spectators (even to the point of making it an event behind closed doors).

(ii) Alcohol

Further restrictions on the opening hours of licensed premises

An amendment to the Licensing Act 1964 would be required if the justices were to be given power to attach conditions to a liquor licence requiring premises to close before, during or after a football match. Changes in the law on these lines would need to extend to all licensed premises (public houses, restaurants, wine bars, off-licences, hotels, guest houses and licensed clubs). The new provision could, for example, empower justices to attach such conditions where the premises concerned were within (say) half a mile of a football ground and they considered it desirable in the interests of preventing public disorder. A right of appeal to the Crown Court against the justices' decision should be available to an aggrieved licensee.

Given the powers already available to close licensed premises (described at 1(c) above) it is **very doubtful** whether a new provision restricting permitted opening hours could be justified. And it would be strongly resented by members of the public whose freedom to choose where to eat or drink would be curtailed.

Restrictions on the sale or supply of alcohol within football grounds

At present alcohol may be sold at a football ground under an on licence (for sales to the public) or a club licence (for sales to club members only). If it is decided to take measures to prevent fans bringing alcohol into football grounds it will also be necessary to ensure that alcohol cannot be supplied within the grounds. The Scottish example could be followed. The

Criminal Justice (Scotland) Act 1980 deals with this by simply prohibiting the possession of alcohol. Under section 73 of the Act, any person who is in possession of alcohol in the relevant area of a designated sports ground at any time during the period of a designated sporting event is guilty of an offence. The "relevant area" is defined as any part of a sports ground to which spectators attending a designated sporting event are granted access on payment, or from which a designated sporting event may be viewed directly.

Under the Scottish legislation, the Secretary of State has designated all associations and rugby football clubs for the purpose of prohibiting the sale or supply of alcohol in their grounds. The legislation is not intended to apply to the consumption of alcohol within private areas of the ground, such as boardrooms, but it does apply to the private boxes from which the game can be viewed. Designation of particular grounds, rather than general designation, would also be a possibility.

If we decide to prohibit people bringing alcohol into football grounds, we could also follow the Scottish model and prohibit the possession of alcohol by all spectators at football matches in England and Wales.

Unlike the previous suggestions for legislation in this note, no legislative vehicle is readily available. The parallel provisions to the Scottish Criminal Justice Act could be included in the Public Order Bill next Session, but there would then be a risk of widening the scope of that legislation to permit other amendments on a wide variety of licensing and criminal justice matters. The extent of the risk is difficult to assess without consulting the House authorities when the Public Order Bill is drafted.

(iii) Section 15(1) of the Police Act 1964

We have considered whether section 15(1) of the Police Act 1964 needs to be amended to enable Chief Constables to decide how many police officers to send to each match and to charge appropriately.

Section 15(1) enables a chief officer of police to provide on request special police services at any premises or place within his police area, subject to payment in accordance with such scale of charges as may be determined by the police authority. "Special police services" are services which would not, in the absence of arrangements under section 15, be provided in pursuance of the general duty of the police to preserve law and order. Thus at a football match the organisers are charged for the services of police officers provided for duty solely inside the ground. Officers on duty outside the ground, for the purposes of crowd and traffic control, are regarded as performing normal police duty.

Section 15(1) applies not only to football matches and other major sporting events but to any event where the organisers consider a police presence desirable and the police would not normally be present in pursuance of their normal duties. The whole purpose of the section is to enable police services to be provided on request: the decision whether or not to comply with such a request is a matter for the chief officer. Where a request is complied with, the police authority already has power to charge the organisers the economic cost of providing the service.

The difficulty with football matches is that the organisers may not always be prepared to request and pay for the number of police officers which the chief officer considers necessary to maintain order inside the ground, although agreement is normally reached, in negotiation with the organisers, on the number to be provided. It is worth noting that the number of policemen deployed at football matches every Saturday is comparable with the number used each day during the NUM dispute. There is nothing to prevent the chief officer putting more officers inside the ground than the organisers have requested, but the

additional costs have to be met by the police authority. The problem is to ensure that the organisers meet the full costs of whatever number of officers the chief officer considers necessary to maintain order inside the ground. We are doubtful whether an amendment to section 15(1), which is concerned with police services provided on request, is the best way of dealing with this.

A possible way forward, if we pursue the proposal to designate Third and Fourth Division clubs under the Safety of Sports Grounds Act 1975 would be to encourage all local authorities to do what most already do, and put into safety certificates a requirement to secure the attendance of such numbers of police officers as the Chief Constable thinks necessary and to pay for their attendance, although there is some doubt whether this could be legally enforced.

(iv) Safety of Sports Grounds Act 1975

Power to compel authorities to follow the Home Office guidelines when issuing safety certificates would require legislation; and, as already indicated in paragraph 1(b) above, available evidence suggests that this is not a problem. But should it be found that authorities were not imposing recommended safety conditions, the possibility could be examined of giving power under the 1975 Act to require authorities to adhere to the guidelines or, more particularly, to impose specific conditions.

... .. to Nigel George Younger,

Group (C.A.) [1984]
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[HOUSE OF LORDS]

A A *REGINA RESPONDENT
 AND
 YOUNG PETITIONER
 B B 1984 June 27 Lord Diplock, Lord Keith of Kinkel and
 Lord Templeman

PEITION by the defendant for leave to appeal to the House of Lords
 from the decision of the Courts-Martial Appeal Court [1984] 1 W.L.R.
 654.

The Appeal Committee dismissed the petition.

J. A. G.

[QUEEN'S BENCH DIVISION]

* ALLEN AND OTHERS V. IRELAND

D D 1984 March 23; Kerr L.J. and Nolan J.
 April 3

*Crime—Public order—"Threatening . . . behaviour"—Football sup-
 porters causing disruption in public place—Group arrested and
 charged—No evidence of identity of members of group—Whether
 defendants' presence in court showing prima facie case—No evi-
 dence of defendants' acts of threatening behaviour—Whether vol-
 untary presence in crowd sufficient—Public Order Act 1936 (1
 Edw. 8 & 1 Geo. 6, c. 6), s. 5 (as amended by Race Relations Act
 1965 (c. 73), s. 7 and Criminal Law Act 1977 (c. 45), Sch. 1)*

A large group of football supporters, approximately 250 in
 number, arrived in London by train, rushed through Euston
 Station, forcing bystanders out of the way, and proceeded on to
 the main road, chanting and shouting as they went and disrupting
 the flow of traffic. The group was soon surrounded and contained
 by the police, and its members were told that they would be
 arrested for threatening behaviour, contrary to the Public Order
 Act 1936¹, as amended. They were removed to one of three
 police stations where they were charged and subsequently bailed.
 They were to be tried in groups of about 10. At the trial of the
 first group of defendants it was submitted at the close of the
 prosecution evidence that there was no case to answer on the
 grounds, inter alia, that there was no evidence of identification to
 show that the defendants were part of the group arrested. The
 stipendiary magistrate rejected that submission.

On appeal by the first group:—

Held, dismissing the appeal, (1) that, in order to establish a
 prima facie case that a defendant who surrendered to his bail
 before a court and answered to the name laid in the charge was
 the same person as the person who was arrested, charged and
 bailed on that particular charge, a magistrate could take judicial
 notice of the due processes of arrest, charge and bail within his
 jurisdiction; and that, accordingly, since the defendants had

¹ Public Order Act 1936, s. 5, as amended: "Any person who in any public place or at any
 public meeting—(a) uses threatening, abusive or insulting words or behaviour . . . with
 intent to provoke a breach of the peace or whereby a breach of the peace is likely to be
 occasioned, shall be guilty of an offence."

Allen v. Ireland (D.C.)

[1984]

appeared at court on the correct date and pleaded to the charges in their names after they had been arrested, charged and bailed for using threatening behaviour on a particular day at a particular place they had a case to answer (post, p. 908A-B, C-D).

(2) That, even though there was no evidence that a defendant had taken part in the threatening behaviour with which he was charged, a court was entitled to conclude that his voluntary presence as part of a crowd engaged in threatening behaviour raised a prima facie case of participation against that defendant; and that, accordingly, the magistrate was right to consider that on the facts found by him the defendants did have a case to answer (post, p. 910A-B, D-E).

Reg. v. Jones (Kevin) (1977) 65 Cr.App.R. 250, C.A. considered.

Parrish v. Garfitt, (Note) [1984] 1 W.L.R. 911, and *Reg. v. Allan* [1965] 1 Q.B. 130, C.C.A. applied.

The following cases are referred to in the judgment:

Cooke v. McCann [1974] R.T.R. 131, D.C.

Creed v. Scott [1976] R.T.R. 485, D.C.

Hays v. Ministry of Transport [1982] 1 N.Z.L.R. 25

Marshall v. Ford (1908) 72 J.P. 480, D.C.

Parrish v. Garfitt (Note) [1984] 1 W.L.R. 911, D.C.

Reg. v. Allan [1965] 1 Q.B. 130; [1963] 3 W.L.R. 677; [1963] 2 All E.R. 897; 47 Cr.App.R. 243, C.C.A.

Reg. v. Jones (Kevin) (1977) 65 Cr.App.R. 250, C.A.

The following additional cases were cited in argument:

McMahon v. Dollard [1965] Crim.L.R. 238, D.C.

Maile v. McDowell [1980] Crim.L.R. 586, D.C.

CASE STATED by the East Central Metropolitan Stipendiary Magistrate sitting at Highbury Corner.

On 27 August 1983, an information was preferred by the prosecutor, Richard Edwin Ireland, against the defendants, Bryan Allen and others, that they did on 27 August 1983, in a public place at Euston Road, London, N.W.1 use threatening behaviour whereby a breach of the peace was likely to be occasioned contrary to section 5(a) of the Public Order Act 1936, as amended by section 7 of the Race Relations Act 1965 and Schedule 1 to the Criminal Law Act 1977.

The stipendiary magistrate (Mr. R. H. Lownie) heard the information on 12 October 1983. In terms of *Reg. v. Hunstanton Justices, Ex parte Clayton*, *The Times*, 6 July 1982, he heard the informations of the 11 defendants together. For the purposes of the case stated the position of each of the defendants was identical. The magistrate found the following facts. (a) On 27 August 1983 special trains containing football supporters were arriving at Euston Station and at approximately 12.30 p.m. one such train had arrived at platform 15. (b) On that day at approximately 12.35 p.m. a group of men ran through the inner concourse of Euston Railway Station, passed by the railbar, and out through the swing doors into the outer concourse, turned right through the ornamental gardens, crossed Melton Street and passed along the first block of Euston Road. (c) The group appeared to have no fixed destination and after about 150 yards along Euston Road the head of the column turned to retrace its steps. (d) The group having crossed Melton Street was surrounded and contained by a team of police dog handlers with their dogs. (e) No one joined or left

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correct date and pleaded to the charges had been arrested, charged and bailed for a particular day at a particular hour on a particular day at a particular hour (post, p. 908A-B, C-D).

There was no evidence that a defendant threatening behaviour with which he was entitled to conclude that his voluntary conduct was engaged in threatening behaviour of participation against that defendant; the magistrate was right to consider that in the defendants did have a case to answer (E).

(i) (1977) 65 Cr.App.R. 250, C.A.

(ii) [1984] 1 W.L.R. 911, and *Reg. v. D.C.A.* applied.

the judgment: D.C.

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R. 911, D.C.

[1973] 3 W.L.R. 677; [1963] 2 All E.R. 897;

Cr.App.R. 250, C.A.

mentioned in argument:

[1973] 238, D.C.

[1973] 586, D.C.

Metropolitan Stipendiary Magistrate

was preferred by the prosecutor, defendants, Bryan Allen and others, at a public place at Euston Road, London, where by a breach of the peace under section 5(a) of the Public Order Act 1966 and the Race Relations Act 1968 and section 5(1) of the Public Order Act 1977.

H. Lownie) heard the information given by the defendant, *Ex parte*

heard the informations of the 11 defendants of the case stated the position of the case.

The magistrate found the following facts: the following football supporters were present at approximately 12.30 p.m. one such defendant on that day at approximately 12.35 p.m. entered the inner concourse of Euston Railway Station through the swing doors into the area between the ornamental gardens, crossed the first block of Euston Road. (c) The defendant continued and after about 150 yards the defendant turned to retrace its steps. (d) The defendant was surrounded and contained their dogs. (e) No one joined or left

1 W.L.R.

Allen v. Ireland (D.C.)

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the group after the dog handlers were in position. (f) The prosecutor, a police sergeant of the metropolitan police, passed up the group telling them in a loud voice that they had been arrested for threatening behaviour contrary to the Public Order Act 1936; he detailed the caution and told the group that statements would be taken later. (g) The police sergeant supervised the removal of the entire group to three police stations, which they entered. (h) The group was approximately 250 in strength, and while crossing the outer concourse was 10 to 12 across; that it stayed together as a group and became quite concentrated after it had crossed Melton Road. (i) While running the group was chanting and shouting; that the words could not be discerned but the noise was deafening. (j) Both concourses of the railway station were busy and bystanders were required to get out of the way of the running group and that a small number were pushed and some fell over; those who had been enjoying the sunshine on the outer concourse had to scatter. (k) As the group passed the railbar they were joined by some who had been drinking there; glasses were thrown to the ground and the noise of broken glass could be heard. (l) At Melton Street traffic was brought to a halt by the actions of the group; while crossing, members of the group addressed comments through the open windows to occupants of vehicles, some vehicles were kicked, a small number of the group made their way, where there were obstructing vehicles, over the bonnets or indeed over the roofs of the vehicles. (m) On Euston Road itself people on the pavement had to leave the footway and walk on the roadway. (n) Due to swift action by the police the incident was terminated after five minutes. (o) No actual complaint was made by a member of the public to the prosecutor and no claim of criminal damage intimated. (p) None of the defendants was reliably identified as being present in Euston Road or at any earlier stage. (q) The defendants were part of the group arrested in Euston Road having surrendered to bail at Highbury Corner Magistrates' Court and presented themselves to answer the charges in their names laid before the court.

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It was contended by the defendants that (i) it was not shown by the evidence that the 11 defendants in court were part of the group arrested in Euston Road; (ii) if the defendants were indeed part of that group, that none of them had been identified as doing any individual act which would constitute the offence; (iii) there was no evidence that what took place was prearranged; (iv) if the court was to found on the decision in *Parrish v. Garfitt (Note)* [1984] 1 W.L.R. 911, that case could be distinguished (a) the distance travelled being 1,100 yards as against approximately 500 yards, (b) that quite serious damage was done in Bristol compared with the incident in the Euston Road and its effect would be to throw the onus on the defendants to prove their innocence. The magistrate did not hear the prosecution on that point.

The magistrate was of the opinion that (i) the group detained by the dog handlers in Euston Road on 27 August at approximately 12.35 p.m. was a homogeneous one, nothing being said either in examination-in-chief or in cross-examination that women, children or old men were culled from the group; (ii) members of the public felt threatened by the conduct of the group in running through a crowded area and in chanting and shouting; (iii) that the conduct of the group was of such a serious and persistent character that it amounted to threatening behaviour likely to cause a breach of the peace in terms of the Act of 1936; (iv) that the decision in *Parrish v. Garfitt* was applicable to the present case, on the facts before the magistrate and having regard to the standard to be applied in assessing

the group after the dog handlers were in position. (f) The prosecutor, a police sergeant of the metropolitan police, passed up the group telling them in a loud voice that they had been arrested for threatening behaviour contrary to the Public Order Act 1936; he detailed the caution and told the group that statements would be taken later. (g) The police sergeant supervised the removal of the entire group to three police stations, which they entered. (h) The group was approximately 250 in strength, and while crossing the outer concourse was 10 to 12 across; that it stayed together as a group and became quite concentrated after it had crossed Melton Road. (i) While running the group was chanting and shouting; that the words could not be discerned but the noise was deafening. (j) Both concourses of the railway station were busy and bystanders were required to get out of the way of the running group and that a small number were pushed and some fell over; those who had been enjoying the sunshine on the outer concourse had to scatter. (k) As the group passed the railbar they were joined by some who had been drinking there; glasses were thrown to the ground and the noise of broken glass could be heard. (l) At Melton Street traffic was brought to a halt by the actions of the group; while crossing, members of the group addressed comments through the open windows to occupants of vehicles, some vehicles were kicked, a small number of the group made their way, where there were obstructing vehicles, over the bonnets or indeed over the roofs of the vehicles. (m) On Euston Road itself people on the pavement had to leave the footway and walk on the roadway. (n) Due to swift action by the police the incident was terminated after five minutes. (o) No actual complaint was made by a member of the public to the prosecutor and no claim of criminal damage intimated. (p) None of the defendants was reliably identified as being present in Euston Road or at any earlier stage. (q) The defendants were part of the group arrested in Euston Road having surrendered to bail at Highbury Corner Magistrates' Court and presented themselves to answer the charges in their names laid before the court.

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whether there was a case to answer or not; that if, in justice and in common sense, there was a "cut-off" point in its application that point had not been reached, and further, if there was a difference of degree, between the two cases that should be reflected in sentence.

The question for the opinion of the High Court was whether the court was entitled to hold that there was a case to answer, there being no evidence that any of the defendants had participated in the threatening behaviour with which they were charged.

David Bean for the defendants.
Victor Temple for the prosecutor.

Cur. adv. vult.

3 April. KERR L.J. read the following judgment of the court. This is the judgment of the court on a case stated by the East Central Metropolitan Stipendiary Magistrate sitting at Highbury Corner. It arises out of the massed exodus from Euston Station of a group of about 250 football supporters on the arrival of a train from Birmingham on 27 August 1983, and their behaviour in Euston Road, N.W.1 until they were arrested shortly thereafter. The charge against all members of the group was that they used threatening behaviour whereby a breach of the peace was likely to be occasioned, contrary to section 5(a) of the Public Order Act 1936, as amended by section 7 of the Race Relations Act 1965 and Schedule 1 to the Criminal Law Act 1977. The members of the entire group were taken to one or other of three police stations, and it is proposed to try them on various dates in groups of about 10.

The present case concerns the first such group of 11 defendants. Their trial before the magistrate proceeded on 12 October 1983, up to the conclusion of the evidence for the prosecution, and the position of each of the defendants was identical in relation to the prosecution evidence. Upon its conclusion there was a submission that the defendants had no case to answer, and this was followed by legal argument. The magistrate declined to accept this submission and stated the present case on the question whether he was entitled to hold that there was a case to answer. This issue has revolved round two related points which were argued before us on behalf of the defendants. First, Mr. Bean raised a point, which he described as procedural, concerning the identification of the 11 defendants in court as having been members of the group of about 250 persons who were arrested on the occasion in question. Secondly, he raised the substantive point as to whether there was any evidence that these defendants had taken any part in the conduct which formed the basis of the charges. Both of these points are to some extent related, but it is important to bear in mind throughout that the issue is not as to the guilt or innocence of these defendants but solely as to whether or not they have a case to answer. [His Lordship read the facts as set out in the case stated, and continued:] We deal first with the point as to identification. On behalf of the 11 defendants Mr. Bean submitted that there was nothing which linked their appearance in court with their presence in Euston Road, N.W.1 on 27 August 1983. All that had happened was that they had surrendered to their bail at Highbury Corner Magistrates' Court on that day, answered to their names when called upon, and pleaded not guilty to the charge which was read out to them. There was no evidence of individual identification, nor any direct evidence to show that they had

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Ireland (D.C.) [1984]

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formed part of the group which had been arrested and which had then
been charged and released on bail. In answer to this, Mr. Temple on
behalf of the prosecution relied on the findings that the whole of this
homogeneous group of about 250 football supporters had been arrested
and on paragraph (q) of the case stated. As he put it rhetorically, in
effect: "Unless these 11 defendants had formed part of the group whose
members were arrested and who were then taken to one of the three
police stations, charged and bailed, how could they have come to surrender
to their bail on the correct day at the correct court and to answer to the
charge in question laid in their correct name?" He therefore submitted
that these facts in themselves provided some evidence from which the
magistrate could conclude that these 11 defendants had formed part of
the group which had been arrested in the Euston Road on that day, and
that to this extent there was clearly a case to answer so far as the question
of their identification, in this sense, was concerned. Mr. Bean countered
this by referring us to a number of cases in which a similar issue had
arisen, but pointing out that in each of them there had been some evidence
which linked the identity of the defendant before the court with that of
the person alleged to have committed the offence in question. These were
all cases of motoring offences where the defendant had been brought
before the court by means of a summons after a motorist had been
stopped for an alleged offence and had given the defendant's name and
address when he was asked to identify himself. The cases to which we
were referred were *Marshall v. Ford* (1908) 72 J.P. 480, *Cooke v. McCann*
[1974] R.T.R. 131, *Creed v. Scott* [1976] R.T.R. 485 and the recent New
Zealand case of *Hays v. Ministry of Transport* [1982] 1 N.Z.L.R. 25 which
reviewed the earlier cases as well as a number of similar unreported cases
from New Zealand. In all these cases it was held that the fact that the
defendant appeared in court and answered to the charge in his name was
some evidence of identification linking him with the commission of the
alleged offence. The point taken by Mr. Bean, however, was that in all
these cases there was some evidence linking the identity of the defendant
before the court with that of the person who was alleged to have
committed the offence in question, whereas in the present case there was
no such evidence, because no evidence had been called on behalf of the
prosecution that persons in the name of Bryan Allen and the other 10
defendants had been charged with having committed any offence of
threatening behaviour in the Euston Road on 27 August 1983.

In our view the distinction between those cases and the present is that
in all those cases a summons had been issued in the name of the person
who appeared in court. The person answering to the name and address in
the summons was thereupon bound to appear, but there would then be
nothing to link that person with the offence unless there was also evidence
that someone had given that person's name and address by way of
identification at the time of the alleged offence. The present case is not
one of summons, and the only question in our view is whether the
necessary link of identification can be established on a prima facie basis.
In our view this link is established by Mr. Temple's rhetorical question
and the findings in paragraph (q) of the case stated, and nothing further
is required to support a prima facie case that the defendants who appeared
in court on 12 October 1983, formed part of the group which was arrested,
charged and bailed in connection with the events in the Euston Road on
27 August 1983.

Allen v. Ireland (D.C.)

[1984]

In this connection we agree with Mr. Temple's submission that a magistrate can take judicial notice of the ordinary processes of arrest, charge and bail within his jurisdiction so as to raise at least a prima facie case that a person surrendering to bail and answering to the name laid in the charge is the same person as the person who had been arrested, charged and bailed, although it would of course be open to him to rebut this inference. We would also echo the words of Kenneth Jones J. in *Creed v. Scott* [1976] R.T.R. 485 with whose judgment in this court Lord Widgery C.J. and Thompson J. agreed. In that case the motorist in question had not appeared, but counsel was present in court to represent him. Kenneth Jones J. said, at p. 487:

"That means that he had obviously received the process which had been served on him and had instructed counsel to appear on his behalf before the justices."

Similarly in the present case, there is obviously at least a prima facie case against Bryan Allen and the other 10 defendants that the reason why they appeared on 12 October 1983, at Highbury Corner Magistrates' Court, and pleaded to the charges in their names concerning the events in the Euston Road on 27 August 1983, was that they had been arrested, charged and bailed as part of the group of persons who were alleged to have been guilty of threatening behaviour in the Euston Road on that day. We therefore reject Mr. Bean's first point that the facts found in the case do not raise any prima facie evidence of identification against these defendants to that extent.

We then turn to Mr. Bean's second point concerning the substance of the charges; that even if the defendants were present and formed part of the group, there was no prima facie evidence of any participation on their part in any of the threatening behaviour which is alleged to have taken place on that occasion. In rejecting this submission the stipendiary magistrate relied mainly on the decision of this court in *Parrish v. Garfitt* (Note), see post, p. 911, of which we were supplied with a transcript. The judgment was delivered by Lord Widgery C.J. and Waller J. and Kilner Brown J. were in agreement with it. *Garfitt* concerned the somewhat similar, but considerably more prolonged and violent, conduct of a group of football supporters during the evening of 19 August 1974, after a football match at Bristol and involved similar issues as to the participation of members of that group in charges of threatening behaviour. It is a fortiori to the present case, since the issue was whether the defendants had been rightly convicted of the offence in question, whereas the issue before us is only whether there is a case to be answered. Before returning to the judgment in that case, it is convenient to set out the grounds on which the magistrate decided in the present case that there was a sufficient case to answer. In this connection it should perhaps be pointed out that he appears to have addressed his mind mainly to the substantive issue as to evidence of participation, since the so-called procedural point concerning identification may not have been argued before him to the same extent as before us. [His Lordship read the opinion of the magistrate as set out in the case stated and continued:] He was therefore of the opinion that on the facts found the "cut-off" point of "no case to answer" had not been reached so as to require the case to be stopped against these defendants.

In his judgment in *Garfitt* Lord Widgery C.J. cited the following passage from paragraph 8 of the case stated by the justices, at p. 912D-E:

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nd (D.C.) [1984]

1 W.L.R.

Allen v. Ireland (D.C.)

Mr. Temple's submission that a
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"We were of opinion that on the night of 19 August 1974, a group of people had been guilty of grave persistent misconduct in Cumberland Road, which undoubtedly amounted to threatening behaviour likely to cause a breach of the peace. We were well aware that there was no evidence of individual identification of the various acts which took place, but we were satisfied that the defendants were members of a group carefully segregated by the police and arrested, and which group in association and as a body had been guilty of the behaviour complained of; furthermore, we were satisfied that having regard to the considerable distance over which these activities occurred, they would have had ample opportunity of disassociating [sic] themselves from the group."

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instructed counsel to appear on his

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He then referred to the decision of the Court of Criminal Appeal in *Reg. v. Allan* [1965] 1 Q.B. 130 and said, at p. 912F-G:

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"It was an affray case, but affray cases are not dissimilar to the situation with which we are dealing in the present instance. The headnote, which is fully supported by the report itself, says, 47 Cr.App.R. 243: 'Before a jury can convict a defendant of being a principal in the second degree to affray, they must be convinced by the evidence that he, at the very least, by some means or other encouraged the participants. Where presence at an affray is prima facie not accidental, it is evidence, but no more than evidence, of encouragement.' I think one finds all the relevant law in those two simple sentences."

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He then upheld the approach adopted by the justices in *Garfitt* in the following passage, at pp. 912H-913B:

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"There is ample ground for saying that the justices were fully conscious of the fact that they could not in this instance just convict the group and then impose a penalty on each individual member of the group. The final sentence which I have read in paragraph 8 makes it abundantly clear that the justices realised that they could not convict and punish any individual unless they were satisfied that that individual had played some part in the threatening behaviour, and, following the language from *Reg. v. Allan*, unless they could prove that each individual had, at the very least, by some means or other encouraged the participants. Voluntary presence on the scene in cases of this kind can, as the authority of *Allan* discloses, be evidence of encouragement of the principal. It is not conclusive proof of guilt with the principal. It is evidence only. But as evidence it can of course be adopted by the tribunal of fact and held to be fact if the tribunal thinks it right."

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was therefore of the opinion that on
f "no case to answer" had not been
e stopped against these defendants.
lgerly C.J. cited the following passage
y the justices, at p. 912D-E:

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However, on behalf of the defendants Mr. Bean submitted that *Reg. v. Allan* [1965] 1 Q.B. 130 and *Parrish v. Garfitt* (Note), post, p. 911, could not stand with the subsequent decision of the Court of Appeal in *Reg. v. Jones (Kevin)* (1977) 65 Cr.App.R. 250 in which the judgment was given by Lawton L.J. and the court included Geoffrey Lane L.J. and MacKenna J. That was a case of an alleged assault in which it was held that evidence of the defendant's presence at the scene of the assault, without any physical participation by him, was insufficient to convict him of participation in the assault, and that his mental state in this regard was irrelevant unless it was also evidenced by something amounting to active

Allen v. Ireland (D.C.)

[1984]

encouragement. But in our view that decision does not weaken the authority of *Allan* and *Garfitt* in the context of the issue in the present case. What these cases decide is that a defendant's voluntary presence during an affray or as part of a crowd engaged in threatening behaviour is capable of raising a prima facie case of participation against the defendant, which is the issue raised by the present case stated, but that mere voluntary presence is not sufficient to convict a defendant unless the court is satisfied that he at least also gave some overt encouragement to the others who were directly involved in the affray or threatening behaviour. Thus, it would obviously be open to any individual defendant in the present case to give evidence that he was not only innocent of any threatening behaviour himself, but that he had also not in any way encouraged any acts of threatening behaviour by others, and that he was merely swept up in the crowd without any opportunity of dissociating himself from what others were doing.

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On behalf of the prosecution Mr. Temple submitted that before any of the defendants in the present case could be convicted, it would at least have to be proved that each of them had actively, wilfully and intentionally encouraged the group as a whole, or other members of it, in the acts of threatening behaviour on which the charges were based, and that the nature of these acts, the duration of the incident and the opportunity for dissociating himself from these were all matters which would fall to be considered in relation to each individual defendant before he could be convicted. Without attempting to formulate any exhaustive definition of the evidence required to justify a finding of guilt, we are satisfied on the authority of *Allan* and *Garfitt* that the magistrate was correct in concluding that on the facts found by him the defendants have a case to answer. The question for the opinion of the court is:

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"Whether the court was entitled to hold that there was a case to answer, there being no evidence that any of the defendants had participated in the threatening behaviour with which they were charged."

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On the facts found in the case and for the reasons stated above we accordingly answer this question in the affirmative.

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Appeal dismissed.

Case remitted to magistrate to continue with the trial.

Costs of defendants and prosecutor out of central funds.

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18 April. The court granted a certificate under section 1(2) of the Administration of Justice Act 1960 that a point of law of general public importance was involved in the decision, namely: "Whether the voluntary presence of a defendant as part of a crowd engaged in threatening behaviour over a period of time and/or distance is sufficient to raise a prima facie case against him on a charge of threatening behaviour there being no evidence of any act done by the defendant himself."

H H

Leave to appeal refused.

Solicitors: Victor Mishcon & Co.; Solicitor, Metropolitan Police.

[Reported by ROBERT RAJARATNAM, ESQ., Barrister-at-Law]

Hand (D.C.) [1984]

that decision does not weaken the context of the issue in the present at a defendant's voluntary presence and engaged in threatening behaviour the case of participation against the by the present case stated, but that nient to convict a defendant unless the o gave some overt encouragement to olved in the affray or threatening be open to any individual defendant that he was not only innocent of any that he had also not in any way behaviour by others, and that he was out any opportunity of dissociating

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Leave to appeal refused.

; Solicitor, Metropolitan Police.

TNAM, Esq., Barrister-at-Law]

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NOTE

[QUEEN'S BENCH DIVISION]

* PARRISH AND OTHERS v. GARFITT

1975 June 12

Lord Widgery C.J., Waller and Kilner Brown JJ.

B B *Crime—Public order—"Threatening . . . behaviour"—Football supporters causing disruption in public place—No individual identification of acts of threatening behaviour—Whether offence committed*

CASE STATED by AVON justices sitting at Bristol.

C C The defendants were six members of a crowd of football supporters of about 150 in number. After the match was over, the crowd was seen by the police running, shouting, throwing bottles and stones and causing disruption to the gardens of local residents; some tried to overturn cars and damaged them. The crowd was cordoned off by the police and arrested. The defendants were convicted of using threatening behaviour and appealed against their convictions on the grounds that the justices misdirected themselves on the evidence.

D D The following case is referred to in the judgment:

Reg. v. Allan [1965] 1 Q.B. 130; [1963] 3 W.L.R. 677; [1963] 2 All E.R. 897; (1963) 47 Cr.App.R. 243, C.C.A.

Malcolm Pill for the defendants.

Sir Joseph Molony Q.C. and *Florence O'Donoghue* for the prosecutor.

E E LORD WIDGERY C.J. This is an appeal by case stated by Avon justices sitting at Bristol. On 4, 5, 6, 7 and 8 November 1974 these justices were concerned with a charge against the present six defendants and 48 others for that they on 19 August 1974, at Cumberland Road, in the city of Bristol, did use threatening behaviour whereby a breach of the peace was likely to be occasioned, contrary to section 5 of the Public Order Act 1936, as amended. The justices convicted all 54 of the persons before them on this occasion, and six appealed against their convictions by case stated.

F F The facts are well set out and I take first paragraph 3 of the case, which contains what are generally called the primary facts of the incident. On the evening of 19 August 1974 there was a football match at the Ashton Gate Football Ground in Bristol between Cardiff City and Bristol City Football Clubs. At about 9.20 p.m. a crowd of about 150 supporters, and I think they must have been supporters of Cardiff, although it does not really matter for present purposes, came along Coronation Road, marching, chanting and gesticulating; bottles were thrown from amongst this crowd which smashed in the road. Police officers who were on duty at Vauxhall Bridge managed to direct most of the Cardiff City supporters across the bridge to Cumberland Road, where coaches were waiting to return some of them to Cardiff, and enabling the others to take the most direct route to Temple Meads railway station. On the bridge the crowd broke into a run, shouting and gesticulating. The crowd was pursued by Police Constable Lasbury, who saw a mini car turned on its side to cheers from other supporters in the crowd. He saw many supporters join their coaches, but the remainder of the crowd ran up Cumberland Road. He followed in a police car, passed the crowd and was joined by other police officers at Gaol Ferry Bridge, and there a group numbering about 116 youths, including all the present defendants, was arrested. The other police officers had come by Land Rover and were available to assist in making the arrest.

Then there was a very important finding in paragraph (d):

Lord Widgery C.J.

Parrish v. Garfitt (Note) (D.C.)

[1984]

"During the course of the passage of the group along Cumberland Road, in addition to the mini-van"—which, it will be remembered, was turned over—"two other motor vehicles were damaged, about eight members of the crowd attempting to turn one of them over; windows were also broken in houses and other premises, and in relation to these, one was broken by a milk bottle which came through the window of a public house; another by a stone which went through the window into a room where the residents were watching television, and a third was broken by two youths armed with a stick and an iron bar, who assaulted the owner and his wife when they sought to intervene. In addition to this damage, members of the group were seen to run all over the road and in residents' gardens, shouting, bawling, screaming, jumping, pulling railings down and overturning dustbins, which conduct terrified the residents."

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The justices then go on to set out the contentions before them, and I need not take time by referring to that. We pass then to paragraph 8 of the case which contains what is called in this instance, and in my experience is popularly so called by justices, their opinion. This is their final conclusion based on the primary findings of fact, based on the inferences which they had a right to draw and their opinion generally. They say:

"We were of opinion that on the night of 19 August 1974, a group of people had been guilty of grave persistent misconduct in Cumberland Road, which undoubtedly amounted to threatening behaviour likely to cause a breach of the peace. We were well aware that there was no evidence of individual identification of the various acts which took place, but we were satisfied that the defendants were members of a group carefully segregated by the police and arrested, and which group in association and as a body had been guilty of the behaviour complained of; furthermore, we were satisfied that having regard to the considerable distance over which these activities occurred, they would have had ample opportunity of disassociating [sic] themselves from the group."

Before I come to the argument addressed to this court today I will make brief reference to some of the authorities which have been cited because there is no difficulty about the law so far as the issues in this case are concerned. I start, and perhaps finish, with *Reg. v. Allan* [1965] 1 Q.B. 130. It was an affray case, but affray cases are not dissimilar to the situation with which we are dealing in the present instance. The headnote, which is fully supported by the report itself, says, 47 Cr.App.R. 243:

"Before a jury can convict a defendant of being a principal in the second degree to affray, they must be convinced by the evidence that he, at the very least, by some means or other encouraged the participants. Where presence at an affray is prima facie not accidental, it is evidence, but no more than evidence, of encouragement."

I think one finds all the relevant law in those two simple sentences.

The way in which the case is put for the defendants today by Mr. Pill is that he submits that the justices approached this on a wrong basis. He has a criticism of their having separated their findings of primary fact from their opinion, but I confess I do not follow that objection and it certainly is a practice which is not uncommon. But he says they approached this case on the wrong basis because they said, here is a group of people; we will say whether the group is responsible for threatening behaviour and, if it was, it will then follow that all the individual members of the group were guilty also. I hope that does not do gross injustice to how Mr. Pill was putting his case, but in substance it seemed to me that was what he was contending. In my view that is exactly what the justices did not do. There

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Garfitt (Note) (D.C.) [1984]
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1 W.L.R. **Parrish v. Garfitt** (Note) (D.C.) **Lord Widgery C.J.**
A A is ample ground for saying that the justices were fully conscious of the fact that
they could not in this instance just convict the group and then impose a penalty
on each individual member of the group. The final sentence which I have read in
paragraph 8 makes it abundantly clear that the justices realised that they could
not convict and punish any individual unless they were satisfied that that individual
had played some part in the threatening behaviour, and, following the language
from *Reg. v. Allan*, unless they could prove that each individual had, at the very
B B least, by some means or other encouraged the participants. Voluntary presence
on the scene in cases of this kind can, as the authority of *Allan* discloses, be
evidence of encouragement of the principal. It is not conclusive proof of guilt with
the principal. It is evidence only. But as evidence it can of course be adopted by
the tribunal of fact and held to be fact if the tribunal thinks it right.

C C Here the group in question was a rather special group, if only for this reason
that not only was it concerned throughout with these disgraceful acts of disturbance
and threats, but it was carefully segregated, as the justices find. In other words,
the police had their eye on this group for a very substantial period, a period in
which in a somewhat intoxicated condition no doubt the group made its way over
1,100 yards of road in the general direction of the railway station. When one has
regard to the conduct of this group as described by the police officers, when one
has regard to the behaviour of the group, and in particular to its holding together
as a cohesive group for something like 1,100 yards of roadway, when one takes all
those matters into account, it was within the justices' competence, without error
of law, to reach the conclusion which they have reached, namely, that each of the
members of this group was encouraging the others in the activity prevailing. Once
one reaches that point, then any allegation of error of law goes out of the window,
and it follows that the appeal must be dismissed.

WALLER J. I agree.

KILNER BROWN J. I also agree.

Appeal dismissed with costs.

Solicitors: C. B. Rivlin, Lewis & Co., Cardiff; Roger Walton & Co., Pontyclun; Blyth, Dutton, Robins, Hay for R. O. M. Lovibond, Bristol.

[Reported by ROBERT RAJARATNAM, Esq., Barrister-at-Law]

F F [QUEEN'S BENCH DIVISION]

*REGINA v. SECRETARY OF STATE FOR THE HOME DEPARTMENT, *Ex parte* KIRKWOOD

1984 Feb. 10

Mann J.

G G *Crown—Minister, determination by—Whether subject to review by courts—Order for extradition of foreign national—Prior application to European Commission of Human Rights—Stay on order pending judicial review—Whether jurisdiction in court to make order staying executive functions—Whether minister under obligation to comply with directive of European Commission—Crown Proceedings Act 1947 (10, 11 & 12 Geo. 6, c. 44), s. 21*

H H The Government of the United States of America applied for the extradition of the applicant on charges of murder and attempted murder alleged to have been committed in the state of California. The applicant was arrested and, on the warrant of a metropolitan stipendiary magistrate, he was committed into custody to await extradition. He applied to the European Commission of Human Rights claiming that his extradition would be contrary to article 3 of the European Convention for the Protec-

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PRIME MINISTER

FOOTBALL SPECTATOR VIOLENCE

Your Principal Private Secretary's letter of 21 March set out those issues which you wished to consider further with colleagues following last Thursday's meeting.

I understand that the Home Secretary will be circulating a paper on those topics identified for him. I enclose a note on matches abroad. This is drafted in the light of the Minister for Sport's coordinating role: the majority of the specific measures would be for colleagues to implement. In the time available I have not been able to consult the Foreign Secretary.

As you requested, Neil Macfarlane wrote to the Football Association last Friday, formally asking them to change the date of the England v Scotland match. We have not yet had a reply.

I am copying this to Nigel Lawson, Geoffrey Howe, Leon Brittan, George Younger, Nicholas Ridley, Neil Macfarlane and Sir Robert Armstrong.

Andrew Arisun (Private Secretary)

for P J

27 March 1985

DRAFT PAPER FOR PRIME MINISTER

FOOTBALL SPECTATOR VIOLENCE: MATCHES IN EUROPE

The meeting on Thursday 21 March decided that further consideration should be given to action against misbehaviour by British supporters overseas. This is largely, though not uniquely, a problem for matches in Western Europe - particularly in France, Belgium and the Netherlands - because of ease of access.

The role and powers of the football authorities

The international governing body of football is the Federation Internationale des Football Associations (FIFA). Within Europe discipline is exercised by a grouping of the national governing bodies - the Union of European Football Associations (UEFA). UEFA has adopted a set of rules (some of them binding) governing crowd control. The rules (Annex A) look effective but they are inconsistently applied by clubs. UEFA holds clubs responsible for the behaviour of their supporters and has penalised English teams following incidents of violence abroad, which might have been prevented if the host club had fully implemented UEFA's own rules. Examples of penalties for English clubs are fines and orders to play the next home match in the competition behind closed doors and for replays at a neutral ground. Action has also been taken against host teams, but the impression is that British clubs have been dealt with more severely because of our reputation.

Measures taken for matches in Europe are essentially those used at home; but there is the important complication that HMG has no jurisdiction. That is why the Minister for Sport negotiated through the Council of Europe an agreement (Annex B) on precautions to be taken by the various authorities. This was adopted as a "Recommendation to Member States" in March 1984. It already appears that some countries implement it more rigorously than others. The Recommendation's effect is due to be discussed within the Council of Europe in the summer.

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The Government and the Football Association have set up arrangements (Annex C) for monitoring the movements of British fans and thus assisting effective planning in other countries. The FA employs a retired Deputy Assistant Commissioner in the Metropolitan Police to advise authorities on particular club or international matches.

The FA has taken action to reduce problem matches for the England team. They now no longer arrange home and away fixtures with other countries, preferring to play European games in particular in this country. They have declined to sell tickets for away matches in order to discourage supporters from travelling.

New Measures

The Prime Minister will wish to consider alternative measures:-

Government Measures

a. Present supporters leaving the country for matches in Europe;

The Football Authorities have tried to discourage fans travelling and will seek Government help. This could endanger the essential freedom to travel, and it would be very difficult to separate the innocent from the guilty;

b. Persuade other Governments to refuse or restrict entry to English fans;

Neil Macfarlane has consistently urged European Ministers to deny entry to football supporters who are rowdy or drunk. This message might be reinforced. Other Governments argue that a more general ban should be imposed here rather than on disembarkation;

c. Withdraw or endorse hooligans' passports;

This is another likely request from the FA. My colleagues will see practical and constitutional objections;

d. Give British Courts jurisdiction over football offences committed abroad;

You mentioned this last Thursday. It is a problem that many countries simply wish to be rid of our hooligans and therefore charges are not pressed. We have urged other Governments to deal with them properly under domestic laws. Taking jurisdiction would be difficult to confine to football offences and costly to administer;

e. Improve liaison between British and continental police;

Although this is not perceived as a major problem special efforts on particular occasions could be productive;

f. Help the football authorities prepare a blacklist of hooligans;

The FA will urge us to breach consular confidentiality and make available to them the names of those who are arrested abroad, so that steps can be taken to try to make sure they do not get tickets in future. This may not be very effective, whilst it remains easy for tickets to be bought at foreign grounds. The Foreign Secretary will I think be concerned to protect the traditional principles of consular confidentiality.

g. Seek to toughen the Council of Europe Recommendation;

This could be made a binding Convention. We may have difficulty persuading other European Governments;

Football measures

h. ban troublesome clubs from matches in Europe, temporarily or permanently;

i. Control ticket sales more effectively, so that there is proper segregation of rival supporters at matches or no away supporters at all;

Effective plans have been spoiled in the past by host clubs selling tickets indiscriminately on the day. UEFA could ban this. A more difficult issue could be the activities of travel agents;

j. Discourage fans from travelling in Europe by not selling tickets and showing the match live on TV screens at home grounds;

This is an obvious step that might be readily agreed with clubs and UEFA.

HOME AFFAIRS
Dec 81 Esbjorn Fins



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PRIME MINISTER

27 March 1985

FOOTBALL HOOLIGANS: MINISTERIAL MEETING, 28 MARCH 1985

Department of the Environment and the Home Office have modified their proposals. The outstanding options have been clarified. The international problem has been analysed and the FA's current position has been probed.

The background this week

- (a) Your large mailbag reflects the perceptions that alcohol is blamed, that the identity card scheme is popular, and that this issue is a good test of our tough law and order Manifesto pledge. These are not all covered by the options below. Identity cards are not mentioned, but could be taken up next week with the FA.
- (b) Some Backbenchers and the media feel that Government might be tempted to act too quickly!! Any announcements could touch on the fact that this is a chronic and continuing problem (your Private Office file starts in 1981).
- (c) Teachers: a number have written displeased that they are thought by you to be responsible. Comment could tone down and correct your misreported statement that "teachers were to blame".

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Remaining Options

1. Alcohol abuse: Home Office have changed to support enacting provisions similar to those in the Criminal Justice (Scotland) Act, 1984. This could be included in the Public Order Bill next Session (Home Office note, page 9). This is welcome. Home Office suggest talking about licensing (suggestion (v)) which may be useful one day. However, to announce "discussions" alongside the powerful Scottish law only weakens the sound of the strong proposal. If licensing is to be mentioned, it should be at least that Magistrates will be urged to make strict use of their powers under Section 188(i) of the Licensing Act, 1964 (Annex A). [The fine in section 188(2) is devisory and should be updated.]

2. Safety of Sports Ground Act 1975: Home Office suggest that all 3rd and 4th Division clubs should be designated. They give reasons on pages 3-4. Millwall was 3rd Division, Luton was 1st Division and had been designated. You might ask what the public will feel about extending a system which has been known to be inadequate for the 1st and 2nd Divisions to the poor 3rd and 4th Divisions. Particular designation might be better coupled, in any event, with tighter standards for safety regulations.

3. Travel away to matches: The question again exposes differences between the Transport Police and the Police.

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- 3 -

Co-operation is likely, but the matter must be kept under review. Leon Brittan has acknowledged this. The Police can also intercept and turn back 'supporters' where there is likely to be a breach of the peace, but here, as in option 4, the clubs should be under a duty to provide information to the police which might alert them to trouble. Omniscience in the Police cannot always be assumed.

4. Police Powers:

- (a) Home Office recommend the Public Order Review suggestion that "conditions could be imposed" on football clubs. The Police will have the discretion if they reasonably anticipate trouble, but the clubs must assist the Police with the fullest information.
- (b) These conditions would not extend to the power to cancel matches (Home Office note, page 7). This option might be necessary if the club refused to fully carry out the requirements of the police.
- (c) The Police power to charge under section 15 of the Police Act has been considered by the Home Office. They reject any amendment (page 11 of Home Office note) for the weak reason that some clubs might not be able to afford to pay for the Police.

*This might be a useful lever with the FA
AFB.*

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5. New power for Magistrates

Germany and some South American countries have a sensible power used by Magistrates (or more senior Judges) to ban hooligans from football matches for a period of years.

FA like this idea. The threat is that if found at a football ground, a custodial sentence might be imposed.

6. Overseas matches

(a) We have no extra-territorial jurisdiction covering serious crimes involving violence (except Murder, Piracy and some Terrorist offences). We could either declare such jurisdiction and be powerless to compel the attendance of witnesses, or we could go through the lengthy exercise to negotiate a European Convention with an international duty to order the attendance of witnesses in a UK Court. Both courses pose difficult problems, though not impossible.

(b) The Department of the Environment mention passports (letter C of their note) but fail to mention the options that Magistrates can confiscate passports pending trial. And if option 5 was enacted, they could confiscate passports as a punishment.

We recommend options 1, 3, 4(a) (b) and (c), 5, and 6(b).

PART XIII

(5) A constable may arrest without warrant any person whom he suspects of having committed an offence under subsection (4) of this section.

Closing of licensed premises in case of riot.

188.—(1) Where a riot or tumult happens or is expected to happen in any county or borough, any two justices of the peace for the county or borough may order every holder of a justices' licence for premises in or near the place where the riot or tumult happens or is expected to happen to close his premises for such time as the justices may order.

(2) If any person keeps premises open for the sale of intoxicating liquor during the time that justices have ordered them to be closed under this section he shall be liable to a fine not exceeding fifty pounds.

(3) Any person acting by the order of a justice of the peace may use such force as may be necessary for the purpose of closing premises ordered to be closed under this section.

Temporary licence pending appeal against conviction.

189. Where on conviction of an offence a justices' licence or a canteen licence is forfeited, either by the court or by virtue of the conviction, and the person convicted appeals against the conviction, the convicting court may, on such conditions as it thinks just, grant a temporary licence to be in force until the appeal is determined or ceases to be prosecuted.

Magistrates' courts, etc. not to sit in licensed premises.

190.—(1) Licensed premises shall not be used as a petty-sessional court house or an occasional court house.

(2) No licensing sessions shall be held in licensed premises.

(3) A coroner's inquest shall not be held in licensed premises or in a room in a building part of which is licensed premises, if any other suitable place is provided.

Procedure for amending certain rules of clubs established before 3rd August 1961.

191.—(1) Subject to subsection (2) of this section, where in the case of a club established before 3rd August 1961 there is no power, except with the agreement of all the members, to amend the rules of the club with respect to any matter mentioned in subsection (3) of this section, a resolution passed at a general meeting of the club by a majority of not less than two-thirds of the votes cast and (if the members have unequal voting rights) not less than two-thirds of the members voting shall be as effective to amend the rules with respect to that matter as if unanimously agreed to by all the members.

(2) A resolution shall not have effect under this section unless—

(a) notice of the intention to propose a resolution for the purpose under this section was given to all members entitled to receive notice of the meeting, and the

(b) the

(3) The may be an intoxicating (hours), the admission the privilege entrusted the affairs provision than for t property of club.

192.—(justices of be exercis assembled

(2) Wit Act 1952 boundary the purp areas.

193.— in any e commissi being a r who is, c malt for in that co

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E. R.

PRIME MINISTER

SOCCER VIOLENCE

This note summarises the discussion at lunch today with Robert Maxwell and his editorial team on soccer violence. [I am doing a separate note on drugs.]

You made it clear in the course of discussion that if necessary the Government would take reserve powers. The implication was that if the FA did not show willing the Government would act, but that your preference was for soccer to put its own house in order. Nonetheless, expectations of Government action have been raised.

These expectations are all the greater in the Mirror because Mr Maxwell made it clear that he had no faith in the FA, or in Mr Millichip (Chairman) and Mr Ted Croker (General Secretary). But Mr Maxwell made it clear it was the FA which had the authority, with minimal (one) representation on its Governing Council of the Football League.

You raised a number of ideas which were discussed, including:

- identity cards: Mr Maxwell strongly supported these and urged you not to be put off by claims that they would be expensive or impractical. In fact, he said, it was perfectly possible to recruit more volunteer supporters to open more turnstiles. Moreover, the advent of identity cards would facilitate control of fans overseas (on which Joe Haines advocated endorsement of passport or card). But Mr Maxwell said that the clubs would be resistant because it gave them responsibility for control - ie withdrawal of cards.

- family stands: Jimmy Reid made the point that he could not take his daughters to matches because facilities simply were not available, at least in Scotland.

- drink for fans in transit, in the vicinity of a ground (who compensates the publican?); and in the ground. Here Mr Maxwell seemed all in favour of controlling drinks outside the ground and everywhere in the ground except in VIP/Directors' areas (and don't forget the increasing tendency towards VIP boxes at football grounds). He strongly urged you to get in touch with Jack Dunnett, ex-MP and Chairman of Notts County, who is reputed to make £150,000 a year out of drinks at his ground. How this profit was made was not clear.

- protective fences around grounds: Mr Maxwell agreed with these, but he did not address the problem of the poor clubs which only exceptionally have trouble - eg Halifax Town.

- closing of grounds: this as a permanent thing was not taken seriously. But the idea led on to the discussion of clubs which had attracted a bad following - eg Millwall and Chelsea - which, the Mirror claimed, was in part National Front inspired, orchestrated and led. There were a number of stories told of NF involvement; there was, of course, no proof. [It is interesting that the militant Right is always branded with inspiring soccer violence whereas the militant Left is much the more active and opportunist.]

- banning of rail/bus specials - these apparently found favour with Mr Maxwell on the ground that they made it difficult for fans to get to away games. [But they become less important if there is an identity card system.]

Apart from identity cards Mr Maxwell made one other major point:

- since the FA is the authority, but not the real authority in soccer, threaten them with requests for action by the Football League - ie the 92 Clubs. He believed this would galvanise the FA.

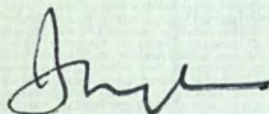
Summary/Comment

I believe that Mr Maxwell had some good points. But I also believe he was venting his ire on the FA, which may be richly deserved. But he cannot get out of it so easily.

It is on football grounds - ie club premises - that games are played and mayhem occurs. The clubs have a responsibility too. And does anyone imagine that Mr Maxwell would ever hesitate to exercise his authority?

My own view is that the FA and the FL should be roasted; should be told in no uncertain terms that it is their game and they must act to make it wholesome; that the Government stands ready to help them; and that the Government requires them to come back within a month to tell you what they propose to do for 1985-86 season.

In the meantime, if they do nothing, you will in June announce your intention for action for the next season. And any incidents for the rest of this season will count ill against them.



BERNARD INGHAM
27 March 1985

PART 1 ends:-

President Football League to MEA

25.3.85

PART 2 begins:-

Bl to Pm

27.3.85

