

PREM 19/1529

Part 4

MT

Confidential Filing

The behaviour of British  
football fans abroad.  
Soccer Hooliganism and  
hooliganism on other sports

Home  
Affairs.

PE.1 : December 81

PE.4 : July 85.

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
<del>4/7/85</del>							
<del>8.7.85</del>							
<del>10.7.85</del>							
<del>12.7.85</del>							
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<del>25/7/85</del>							
<del>31/7/85</del>							
<del>ENDS</del>							

PREM 19/1529

● PART 4 ends:-

MEA to B/Ew - 31/7/85

PART 5 begins:-

PM to Milkchip 1/8/85

## Published Papers

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

House of Commons HANSARD, 3 July 1985, columns 333 to 422: Sporting Events (Control of Alcohol etc.) Bill

Signed \_\_\_\_\_

*J. Gray*

Date \_\_\_\_\_

*7/2/2014*

**PREM Records Team**

subject a master

SLW



file

10 DOWNING STREET

From the Private Secretary

31 July 1985

Her Grace

The Prime Minister, accompanied by the Home Secretary, the Secretary of State for the Environment, the Secretary of State for Transport, Mr. Richard Luce, Mr. John Stradling Thomas, the Minister for Sport and Mr. Allan Stewart met representatives of the Football Association, the Football League and the Football Trusts yesterday. The Football Association was represented by Mr. Bert Millichip and Mr. Glen Kirton. The Football League was represented by Mr. Jack Dunnett, President, Mr. Graham Kelly, Secretary, and Mr. David Dent. The Football Trusts were represented by Lord Aberdare, Chairman of the Football Trust and by Mr. Tom Wharton, Chairman of the Football Grounds Improvement Trust. Mr. David Teesdale and Mr. Hartley Booth were also present.

The Prime Minister welcomed the representatives of the football authorities to the meeting. With the new season now only just over two weeks away, it was important to take stock of the progress which had been made in taking steps to combat hooliganism and improve ground safety.

The Prime Minister said there were four preliminary general points she wished to make. The first was that the responsibility for the safety of those admitted to football grounds lay clearly with the clubs; the Government could not and would not take that away from them. Second, she feared there was already a tendency to set aside the lessons of Brussels, Bradford and Birmingham; but it was vital that these were never forgotten. Third, she expressed her concern at the decision by the FA to lift the penalties imposed by the original commission of inquiry after the Luton/Millwall match; it was difficult in view of that for the public to have faith that the authorities took their responsibilities seriously. Finally, the size of transfer fees still being paid suggested that football had resources which could better be devoted to tackling the problems of hooliganism and safety; it was a matter of choosing the right priorities.

SLW

The Prime Minister then identified the key measures the Government had already undertaken. The Sporting Events (Control of Alcohol) Bill would be in force at the beginning of the season. The public order legislation next session would strengthen the hands of the police. The Home Secretary had designated all grounds in divisions 3 and 4 of the football league; the orders would come into effect on 9 August. The Government had published the interim report of Mr. Justice Popplewell; his analysis and recommendations deserved the closest scrutiny. Three Home Office photographic vans were now available for deployment at matches together with high-definition cameras. The Government had also taken a number of other measures, including on the international front.

Mr. Millichip in response stressed that he fully shared the Government's objectives to stop hooliganism and improve safety. There would be more all-ticket morning matches, and the need to identify likely troublesome matches and to consider alternative locations was fully appreciated. He believed, however, that the decision by the FA disciplinary committee in the Luton/Millwall case was the right one. Clubs who had properly discharged their responsibilities should not be disciplined; but when they failed to do this, the Association would deal with them severely. It had to be remembered that the Luton/Millwall match pre-dated the tragedy at Brussels. On membership cards he noted that the FA had submitted their report to the Government as had been requested. That report had concluded that a national scheme was probably impractical and would be costly. The Football League had now set up a working group to consider the matter further. There was no question that the FA was refusing to take part in that group. The Association traditionally dealt with disciplinary matters, but left administration to the Football League. The FL would be reporting back to the Association on the outcome of these discussions in due course.

Mr. Dunnett said his determination to deal with the general problem of hooliganism was as strong as ever. He agreed Popplewell was a first-class report, though he did not accept the force of the recommendations on membership cards. He believed there to be a misunderstanding about transfer fees. Only about five clubs had sufficient resources to pay high fees. This money did not leave the game; on the contrary it was recycled to the poorer clubs who needed extra resources to pay for, among other things, safety and ground improvements. He accepted however that perhaps 10 per cent of those fees went to the players themselves and was accordingly "lost"; it was noted that the amount of money paid out in transfer fees had fallen from some £28 million five years ago to perhaps £8 million a year today.

Discussion then focussed on the following issues:

#### MEMBERSHIP CARDS

Mr. Dunnett agreed that, if it were possible to

introduce one, a comprehensive national scheme should offer an effective way to keep out undesirable supporters, though no system of cards seemed likely to be able to stamp out organised hooliganism completely. He had looked at many schemes, but he had not yet seen a practical one. The League had however been urging clubs to develop their own systems. As a next step, once the small number of clubs with a history of trouble at away matches had developed such a scheme, it would be possible to require that their away matches should be all-ticket, with the away supporters being able to buy the limited number of tickets only if they possessed the appropriate card.

Mr. Dunnett said he was writing to clubs asking for lists of those who had been associated with violence and arranging for the lists to be circulated to clubs generally. He accepted that such a system could only have an impact, however, if there were effective arrangements such as a card system for controlling access to the ground.

The Prime Minister accepted that a membership card system might not be 100 per cent effective; that was no reason for not trying it. She knew that some clubs were considering going further, and prohibiting away supporters completely. Home fans might then watch the game on large video screens, at their own ground, where other entertainments for the whole family could be laid on.

The Home Secretary said he would be prepared to consider giving the courts powers, perhaps through the Public Order Bill, to impose orders excluding those convicted of offences connected with football matches from attending matches in the future. This could only be done if such orders could be enforced. A pre-requisite for that would be the introduction of an effective national system of membership cards. Government would then be able to buttress the action being taken by the clubs to keep hooligans out of grounds. Mr. Dunnett believed that such an arrangement would enable the authorities to reconsider their position on membership cards. The police would then be able to take steps to keep out those excluded by such orders. This would pave the way for the FA to rule that clubs failing to implement a system of cards to control access could not be deemed to have taken all reasonable precautions to prevent trouble. The weight of FA disciplinary proceedings could then be brought to bear on them. Mr. Dunnett and Mr. Millichip said, in the light of the Home Secretary's proposal, that they would be urging a fresh approach on their associations, with a view to introducing a comprehensive national scheme. Mr. Dunnett would aim to bring forward the date on which his working group would be reporting to the FA.

The Secretary of State for the Environment said that the CCTA had taken a preliminary look at a national computerised scheme, and concluded that a relatively cheap system could be introduced. He urged the FL to consider the practicalities of this with the CCTA, in the League's working group. He accepted that there could be difficulties

over the illicit transfer of cards, and in turning back those with invalid cards at the point of entry to the ground. There might be some short-term reduction in gates. But in the longer term, attendance at matches could be expected to rise as those who had previously been deterred by the reputation of the game came back to it.

Summing up this part of the discussion, the Prime Minister welcomed Mr. Dunnett's and Mr. Millichip's view that the Football League Working Group would now urgently consider a comprehensive system of cards for all clubs, in the light of the Home Secretary's proposal. The Minister for Sport would arrange for the CCTA to discuss their ideas for such a scheme with the League.

#### CCTV

Lord Aberdare reported that 12 clubs already had closed-circuit television installed. Work was under way in a further eight. The aim was to cover the 44 clubs in the first and second divisions, though the resources of the Football Trusts which had been allocated for the purpose - £500,000 - would only stretch to 35. The Prime Minister stressed that installation of CCTV at those grounds most at risk in time for the first fixtures of the season was of the utmost importance. She was concerned that, in particular, there should be no delays on account of equipment delivery difficulties, and she would be arranging for this to be looked into as a matter of urgency. Meanwhile, the authorities and the trusts should consider as soon as possible the possibility of obtaining private sponsorship if necessary so as to allow CCTV coverage to be extended more widely.

Lord Aberdare said that Strathclyde Police seemed reluctant to operate such a system of CCTV; Mr. Stewart was aware of the difficulty and was following it up.

#### FINANCING OF IMPROVEMENTS

Mr. Wharton said he had now submitted reports from his surveyors to the Minister for Sport's working party. FGIT were clear that funds should only be allocated to improving club facilities where their capacity was used; they were not being made available to cover for exceptional attendances. Mr. Wharton was however concerned about costs of necessary improvements at those grounds which were already designated.

#### PUBLICITY

Mr. Millichip said the FA would be mounting a publicity campaign for the new season. Its main aim would be to seek the help of the public in combating hooliganism, particularly by identifying the individuals involved. The Prime Minister noted the importance of good conduct by the players in encouraging good conduct by spectators.



In closing the meeting, the Prime Minister thanked Mr. Millichip, Mr. Dunnett and the Football Trusts for their constructive contributions. The future of the game was in question and every possible step had to be taken to rid it of violence and to ensure that clubs effectively met their responsibilities for the safety of spectators.

I am sending a copy of this letter to Len Appleyard (Foreign and Commonwealth Office), Hugh Taylor (Home Office), Rachel Lomax (Treasury), John Graham (Scottish Office), Richard Allan (Transport), Colin Williams (Welsh Office) and Phil Dykins (Minister for Sport's Office).

2 e

Mark Addison

(MARK ADDISON)

Miss Sue Vandervord,  
Department of the Environment.



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

My ref:  
Your ref:

*→ Lambeth  
→ Private office*

Mark Addison Esq  
Private Secretary  
10 Downing Street  
LONDON  
SW1

31 July 1985

*Shop 2 Millichip  
Schick  
37 Hill  
West Brom  
Worcester*

*Dear Mark,*

I attach a draft letter for the Prime Minister to send to Mr Bert Millichip in the wake of yesterday's meeting on football.

As I explained on the telephone, Mr Millichip lives and works in the West Midlands, so it will be difficult to convey the letter to him before releasing it to the press tomorrow. I am checking whether his office there has telex facilities.

*Yours ever,*

PHILIP DYKINS  
Private Secretary

HLIAAR

DRAFT LETTER FROM THE PRIME MINISTER TO:  
F A MILLICHIP ESQ, CHAIRMAN, THE FOOTBALL ASSOCIATION  
16 LANCASTER GATE, LONDON W2 3LW

I am grateful for the ~~further~~ useful and positive meeting  
that we had on Tuesday, ~~with your colleagues,~~ and in particular  
with ~~Mr Jack Dunnett, Lord Aberdare, and Mr Tom Wharton.~~

*I am glad we are*

We ~~continue to be~~ in firm agreement on the need for urgent  
and strong action by <sup>you</sup> the Government, and the football Authorities

to meet the crisis caused by events at the end of last season. *As you know, I believe the key part to start from, however is*  
I ~~stressed~~ <sup>take the views</sup> the responsibility of your Association, the Football  
League and the clubs, for <sup>the safety</sup> order and security, <sup>of spectators</sup> within the grounds.  
and ~~for the behaviour of spectators that clubs choose to admit~~  
to matches.

*I am happy to believe*

We made particular progress on the question of membership cards.  
*we agreed that it*  
After ~~some discussion~~ of controls on away supporters <sup>would be effective, a part raised</sup> in the light of  
*in* Mr Justice Popplewell's Interim Report, it was recognised that there  
was a need for <sup>access to grounds to be properly controlled</sup> effective identification, for which a membership  
<sup>system</sup> card was necessary. The Home Secretary <sup>will, in the real, be prepared to</sup> suggested that cards  
<sup>could prohibit football offenders from attending matches if a comprehensive system of cards</sup> would also be needed to back up new powers he was considering  
<sup>which introduced which would allow these offenders to be</sup> for the Public Order Bill for the Courts to prohibit football  
<sup>properly enforced</sup> offenders from attending matches. You and Mr Dunnett welcomed  
that proposal; you also agreed with him that the FA ~~could~~ <sup>would</sup> ~~use~~  
<sup>be able to</sup> use its disciplinary powers to enforce a membership card system.  
On this basis, it was agreed that the Football League, through  
its Working Party, would <sup>consider</sup> ~~decide~~ urgently on a cost-effective  
scheme to recommend to clubs (in Divisions 1 and 2 in the first  
instance). Mr Dunnett ~~agreed to bring forward~~ <sup>would be brought forward</sup> the next meeting  
of the Working Party for this purpose. We ~~offered the services~~

of the Central Computer and Telecommunications Agency <sup>will be willing to undertake</sup> for an <sup>an</sup> immediate feasibility study, <sup>and</sup> I am making arrangements for the Agency to liaise with Mr Dunnett and Mr Kelly. ~~To take these matters forward, I understand that~~ The Minister for Sport will <sup>also</sup> <sup>be</sup> arrange another meeting of his Working Group in August, <sup>to take stock of progress which has been made.</sup>

On CCTV, Lord Aberdare reported that the Football Trust expects to fund equipment covering perhaps 35 grounds (including those with existing systems) from their budget allocation of £0.5m. CCTV is a <sup>valuable</sup> ~~valuable~~ part of the package, and we agreed that it should be introduced widely as <sup>a matter of urgency.</sup> ~~soon as possible.~~ Some additional <sup>would</sup> funds ~~will~~ be needed. The wealthy clubs might provide their own equipment without drawing on the Trust's funds. You and Mr Dunnett agreed to <sup>and ways of doing</sup> ~~seek~~ additional money from your own resources or from sponsors.

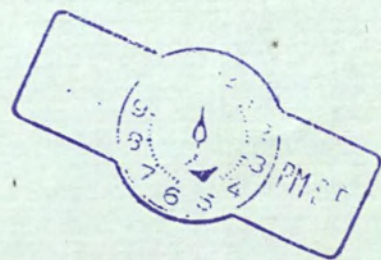
Mr Wharton reported on the latest position regarding safety improvements. It is still too early to reach decisions on financing and there will <sup>need to</sup> be further discussions within the Minister for Sport's Working Group on Ground Improvements and Safety.

You and Mr Kirton reported on the FA's promising plans for a publicity campaign for the new season, to <sup>the best</sup> ~~encourage fresh modes~~ of behaviour and <sup>to</sup> ~~support for the game.~~ <sup>seek the help of the public in</sup> ~~encouraging behaviour, and to encourage the best behaviour from spectators alike.~~

~~I remain ready to call another meeting should that become~~ appropriate. The Minister for Sport will continue to coordinate <sup>pub forward</sup> and ~~progress~~ developments through his two Working Groups. <sup>All of us intend</sup> We ~~all~~ ~~will do all we can to ensure~~ <sup>anything possible to ensure the new season gets off to a</sup> ~~remain concerned and ready to take any further steps required to try~~ <sup>trouble free start. Believe or not, on Tuesday we had a significant step forward</sup> ~~to secure orderly and safe matches in the Football League next~~ <sup>towards our stated objective.</sup> ~~season and in the future.~~

I am copying this letter to Mr Dunnett, Lord Aberdare and Mr Wharton. In view of the obvious public interest with the new season so close, I am also making copies available to the Press.

COMING TO



cc NO



HOUSE OF LORDS,  
SW1A 0PW

NBPM

31 July 85

with MEA?

My dear Leon:

POPPELWELL INQUIRY

In your letter of 16th July to Willie Whitelaw, outlining your proposals for handling the Popplewell interim report which has of course now been published, you said that you did not foresee fresh expenditure implications for the Government at this stage.

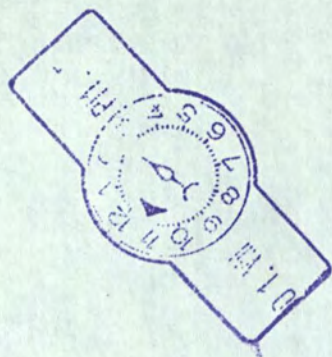
The extent to which the Popplewell recommendations, if implemented, will add to legal aid and other expenditure on my Votes will depend on their more detailed elaboration and on the number and nature of the cases which come before the courts in due course as a result. I will ask my officials to keep in touch with yours with a view to securing the best possible estimates of the likely resource implications but think it apt to register in general terms for the moment the possibility that some additional financial provision may be needed to cover the extra costs falling to my Votes.

I am copying this letter to other members of H Committee, to Neil MacFarlane and to Sir Robert Armstrong.

yrs:

The Right Honourable  
Leon Brittan, QC, MP,  
Secretary of State for  
the Home Department.

Home Affairs : Meshjanism P74





In any case needed.

File on  
Football  
Hodgkinson



Any action  
now,  
or just info?

10 DOWNING STREET

Mark,

A gentleman from Rigny Electronics telephoned. The Prime Minister visited the firm on her last visit to the North. They have been doing investigations into credit card use and fraud. He wanted the PM to know that she is absolutely right in regard to the use of identity cards and they have the technology available to demonstrate this. He said that what she wants to do

can be achieved in a  
low cost manner.

SUE

30.7.85

CONFIDENTIAL

②

CC#B



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

cc BT

29th July 1985

Prime Minister.

Dear Prime Minister

For information. We are proving the  
CCTV part on availability of equipment  
we will put a note in your w/e box.  
MEA 1/8

FOOTBALL VIOLENCE

When we saw the video of the Huddersfield/Leeds match you asked me to pursue a number of points. These are set out in your minute to Leon of 10th July. I will deal with each in turn.

- (i) The Secretary of the Inquiry is making arrangements for the video to be shown to Mr. Justice Popplewell and his assessors. The Lord Chancellor's Department (which is responsible for the training of magistrates) is pursuing the suggestion that it be shown to the Magistrates Association. mt
- (ii) Giving the police power to impose conditions on those they release on bail would require an amendment to the Police and Criminal Evidence Act. We are consulting the Association of Chief Police Officers about this suggestion and I will let you know the outcome.
- (iii) Similarly we are consulting the police about the suggestion that the time limit for bringing a prosecution for threatening behaviour should be extended.
- (iv) Our legal advice is that it would probably be ultra vires for a local authority to make possession of CCTV a condition for issue of a safety certificate. We could of course introduce legislation, possibly in the Public Order Bill, to place the legal position beyond doubt. But all the indications are that the vast majority of League clubs want and support CCTV. I understand that 58 clubs in the English and Scottish Leagues have made applications to the Football Trust. I suggest that we should keep the matter under review, and if clubs do prove reluctant to introduce CCTV, legislation could be introduced; but, as I say, there is no indication of any reluctance at present.
- (v) We have now received a list of problem fixtures from the FA, and this is being sent to the police forces concerned. Neil Macfarlane has sent you a copy. In addition to those clubs which already have CCTV, Tottenham and Sheffield Wednesday have installed new systems, all of which will be ready for the beginning of the season. A system is also being installed at Huddersfield, but this may not be operational until after the beginning of the season. The Trust has also given authority for new systems at West Ham, Everton, Liverpool and Glasgow Rangers. It is hoped that these systems will also be installed for the beginning of the season. Further approvals will be announced by the Trust in early August.

||

/In addition

Prime Minister

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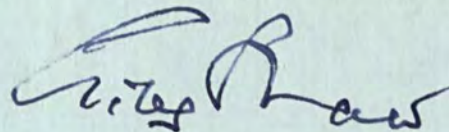
In addition the Home Office will have available for the new season three of the photographic vehicles (known as "hoolivans") and two prototype high definition evidential cameras. We are inviting chief officers of police to ask for the use of one of these vehicles or cameras, so that they can be deployed to maximum advantage.

Finally, I should refer to Neil Macfarlane's letter of 19th July, in which he suggests that the Huddersfield v Leeds video should be made available to BBC and ITV. I see the advantage of giving the video wide public circulation, if this can be done in a structured way, but we need to bear in mind that media coverage of football violence is generally accepted as contributing to further disorders. There is a strong copy cat element, which media coverage feeds, in the violence perpetrated by the gangs who "support" football clubs. As an example of that, you may be interested in the attached article which appeared in New Society a couple of months ago. This brings out not only the mindless violence of some of these groups, but also the extent to which, awful though it seems, there is actually an element of competition to outdo the records of other clubs' "supporters" in wreaking havoc.

The conclusion I draw is that we must be very careful in further stimulation of media interest in football violence. If this could be done so as to bring out the chances of increased detection through the use of CCTV then it could have a deterrent effect. But programmes which re-emphasise the bad record of some clubs would not be helpful and could be positively harmful.

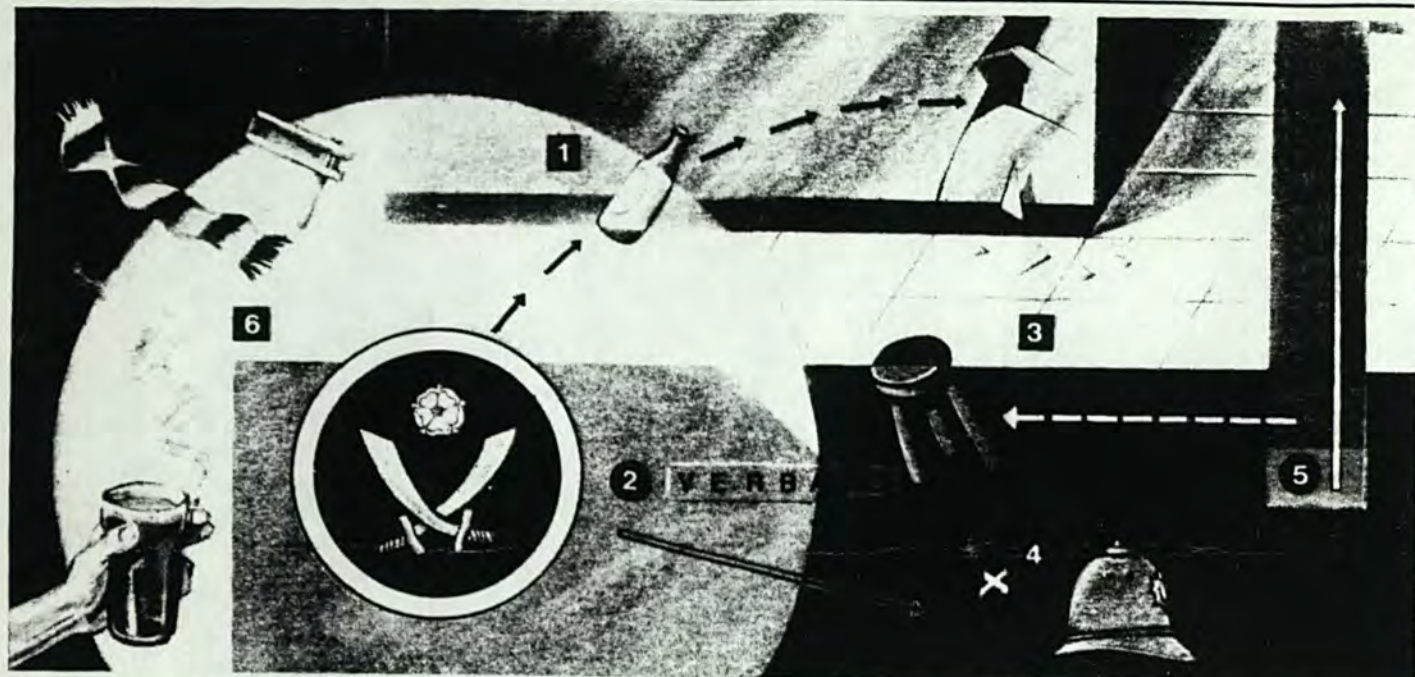
I am copying this to Leon, Quintin Hailsham, Patrick Jenkin and Neil Macfarlane.

Yours  
Giles Shaw



(GILES SHAW)

**CONFIDENTIAL**



This week League football finishes—and so will stories of soccer hooliganism. We bid farewell with a reasearcher's account of the Sheffield supporters he's been studying.

United hadn't played at Middlesbrough for nine years. The last time they met both were in the first division. Today, however, both teams were struggling to avoid relegation from the second division. For the Blades (the name by which Sheffield United fans call themselves and each other, taken from the club's nickname), it would be a two-hour journey for a rather mundane match. Still, as football fans will tell you, what else do you do on a Saturday?

As usual the meeting place and pick-up point was the swimming baths near the bus station. This has been the practice all season, and anyone who wants to travel goes down there for these "early coaches," known to others as the "daft coaches." We left at 9.30 am. The occupants of the coach were all male, aged between 18 and 30, from different districts of Sheffield, with about ten from a pit village just outside. Included in this party were two West Indians and two "half-castes." Not everyone knew each other. Most were familiar with everyone else's face. But all were Blades and that's all that matters.

To pass the two-hour journey, some played cards, others just chatted or read newspapers. The *Daily Star* showed United top of the second division for the good behaviour of their supporters. This wasn't good news. Such publicity means a lot to football fans. Most Blades realise the league is probably an invention of some journalist's imagination. "It's a load of shit, that" summed up the general attitude.

The Blades chatted about Millwall's performance at Luton a few days before. "They

## BLADES' DAY

GARY ARMSTRONG

did the business" was about the highest praise you could get from fellow football hooligans. "Even the fuckin' police dogs run." Millwall's show would be a hard act to follow, and would be for years, and it added an edge to this trip. The Blades were aware of the total hysteria generated by events at Luton, and said that anyone arrested today would get "the backlash" of a huge fine or "sent down." There was a genuine worry; but when the opportunity for action came, it didn't appear to be on anyone's mind.

We arrived in Middlesbrough town centre at 11.30 am. The two other early coaches were nowhere about. At this moment and for the rest of the day, the 60 Blades were on their own. Walking down the main pedestrian shopping precinct, they all knew it was only a matter of time before word got around that Sheffield were in town and a reception party would be organised to greet them—after all, this was the duty of the home team. Little was said while they were walking around the town centre. Every Blade was looking around, waiting for the challenge or a shout of "come on"—the signal that a battle is about to begin. But it never came. There was no chanting and the only colours shown were by one of the Blades who had a red and white ski-hat (the Sheffield colours). A pub was spotted; the Blades decided to have a drink.

The pub had only one room, and two

entrances onto the main street—a fact which just about every Blade had noticed instinctively. The windows allowed a view of the outside street. One Blade had it totally sussed. The room had a slightly raised back part, with four-foot panels on two sides, and windows and toilets on the other two. He pointed out to the other Blades that, if they were attacked, "We all get on this platform and let 'em come."

The Blades chatted and mingled. It was considered wise to stay here. There was a video-jukebox, the beer was okay, and everyone was together. "If we start wandering and getting split up, that's how we'll get picked off." A younger Blade told me, with a smile, "We're gonna get a right raggin'" (short for *rag-dolling*, a term to describe a good kicking).

A youth walked in at 12.15 pm, who looked like a football fan—leather jacket, Burberry scarf, jeans, training shoes. He was on his own, so no one challenged him. He was a Boro fan and got chatting to various Blades, telling of what Boro fans had been up to this season. The Blades were pleased to hear that he knew about the leaflets going around Sheffield in preparation for the Leeds match next Saturday. The news of their organisation—and, consequently, their reputation—was travelling. Leeds weren't "all that hard," and Boro had "given them a hiding," the Boro man said. This was greeted silently by disbelief and more vociferously during the match later when, seeing what Boro had to offer, the Blades realised there was no way that Boro could have "done" Leeds.

About 20 minutes later another Boro fan joined him. He had come from a nearby pub, and told us that Boro fans "know you're in town" and "what pub you're in." He didn't mention any action proposed. The answer to

## OUT OF THE WAY

this came from the Blades themselves. About half a dozen had spent the last hour standing outside, watching for any movement from Boro. Some Blades said that all these look-outs were doing was making it obvious where we were.

Progress reports filtered through from them to the rest. Half a dozen Boro fans walked by on the opposite side of the road. The Blades smiled, one gestured to them to "come on." Boro left the scene. The report came through as "Six of theirs have just gone past, but they were only kids."

Fifteen minutes later, about 20 Boro gathered on a nearby corner. One Blade scattered them in all directions by the infamous gesture of pointing his left arm at them, and putting his right hand on the wrist of the left... the way to fire a distress flare (a new weapon used this year, available "from scuba diving shops"—anyone can buy them). Boro ran, the Blades were delighted.

It was only a matter of time before Boro would come "mob handed" and "have a go." This was expected. "It's their job to come and find us." Ten minutes later, two youths came into the pub, walked towards the toilets, past them, and out through the fire escape, leaving it open. This would have allowed Boro to come in by a quiet side street, thus avoiding the two main entrances which they couldn't possibly come in by without resistance. One Blade sussed this out straightaway, followed them, and locked the fire escape.

It all went bang at 1.15 pm. Boro came towards the pub from both directions, about 50 in all. From both doors resounded, "They're here, c'mon Blades. Get 'em." Every single Blade went out onto the street; as did two pub stools, half a dozen glasses and three bottles. Boro backed off, a flare was fired, the missiles were thrown. None connected with anyone but a bank window across the road was smashed. Then the "dancing about" and "verbals" began. In such confrontations, fans invite each other to "come on then," "when you're ready." Some bounce up and down on the balls of their feet, others stand relatively still. All the Blades make a series of "Ooh! Ooh!" noises like the warriors in the film, *Zulu*.

Boro were moving back slowly, but the starting gun for the attack came when a young, half-caste Boro fan threw one of the bar stools back at the Blades. It missed, the missiles were now exhausted, and to a unified shout of "Get the bastards," the Blades ran at Boro, who ran away in different directions.

A police Transit van arrived. Eight policemen climbed out, and bundled the nearest two football supporters (both Blades) into the back of the van. When the police arrived, most Blades ran back into the pub. The police action of "grabbing anybody about" is well known. The two who got arrested were unlucky. One of the Blades was later charged with threatening behaviour and possessing an offensive weapon. The other one, a West Indian who pleaded his innocence whilst

being dragged into the van, was back in the pub ten minutes later. They let him go, although "I had to plead with them." He was under orders that, if seen at the match, he would be arrested. He simply swapped jackets with another Blade.

The pub landlady locked the doors, but three Blades were still outside. They had chased some Boro fans down a street and managed to "chin one of 'em." The fire escape was opened, everybody was back in by 1.20 pm. The business had been done. Blades had run Boro on their own ground.

Would Boro return with more?... The first people through the door were, in fact, the police. The landlady told a Chief Inspector, "These lads were no trouble... them outside started it." He left, to the Blades' relief (who wondered if he'd come to arrest people). The landlady then said, "I hope you appreciate what I did for you." The Blades did and agreed to stay here and walk towards the ground at 2.30 pm, after they'd had a few more drinks. The Chief Inspector asked one of the bar staff if he wanted "this lot" out. Apologetically, the barman said to one of the



Blades, "You're going to have to go, lads." Every Blade was ordered out, or "be arrested for refusing to leave licensed premises." Everyone joined the escort.

The escort consisted of two mounted police, one dog handler, two Transit vans and 20 police constables on foot. To accommodate a smooth start, the city centre traffic was stopped. As it was later told: "Shoppers and bus passengers were all watching the Blades wandering around an opponent's town centre, and Boro were nowhere about." No Blade chanted or gestured, just chatted to each other and to the police escorting them. The walk took 15 minutes. It was the ultimate pose. The Blades loved it.

Whilst the Blades bought tickets to go into the stand, a mob of Boro fans assembled across the road. At the front of the mob was the Boro fan who had been in the pub. The Blades pointed him out to each other, "The snidey cunt." Both groups could only gesture at each other, there being so many police around. By 2.45 the Blades were all sitting

together at the back of the stand. Some middle-aged Boro fans were nearby but were seen as no threat.

Ten minutes into the match, four Boro fans—"some of their boys"—who were sitting nearby started chanting, and looking towards the Blades. To a shout of, "Get them bastards out of here," the Blades clambered over the seats towards them. Three out of the four ran away down the stairs of the exit, getting spat on as they did so. The one who stayed behind, "acting tough," was "whacked" a few times by a Blade.

United lost the game 1-0. It was a very poor attendance on a very cold day. There wasn't much chanting or singing. Whenever the Boro fans sang anything, they received the devastating "Run at home" chant repeated eleven times. "Worst support we've ever seen" was also sung to them. Then there was the chant repeated at every away match when the team has played at Sheffield already, "Where were you at Bramall Lane?" (United's home ground). Topically, "We all hate Leeds" was chanted three times during the game and, for those who didn't know:

Sheffield is wonderful, Sheffield is wonderful,

It's full of tits, fanny, and United.

Oh! Sheffield is wonderful!

—sung to the tune of *When the Saints*.

On the final whistle Boro fans climbed over the fences and ran across the pitch towards the Blades. The Blades moved down towards them; 10p pieces and a cigarette lighter were thrown at the Blades; and five Boro fans climbed up a wall into the stand. The Blades ran at them. Four jumped back over the wall. One stood, got nussed and kicked and thumped back over the wall by four Blades. There were 500 Blades in the visitors' enclosure on the opposite side of the ground. Dozens of them tried to scale fences and join in, but were prevented by police. The police then moved the Boro fans out of the ground. The action was over for today.

The dozen coaches from Sheffield were parked together outside the ground. Blades from other coaches were delighted to hear that "the business" had been done in the town centre. The coaches left in convoy at 5 pm, arriving back in Sheffield at 6.40. A card school played all the way back home, half the coach fell asleep. Bert Millichip, the FA secretary, spoke on the radio about the football hooligan problem. Nobody seemed bothered about anything he said. Some were going to go "straight into town" for a night out, and others would be doing the same after going home to change and "have some tea." Yet others were going to meet wives or girlfriends. Later, in town, three Blades from another coach told me that they'd heard about today's events and the publicity it had achieved. There was a paragraph in the *Green 'Un* sports paper and a mention on BBC that afternoon.

This was great publicity... especially as it was the Leeds match next Saturday!

H

MEETING ON 30 JULY WITH THE FOOTBALL AUTHORITIES

What action remains for decision?

1. Popplewell's proposals on fire safety

We recommend you delegate this to the Home Office and DoE Sport.

2. Popplewell on hooligans

- CC TV, this is going well, Appendix 1 attached.
- Throwing missiles at sports grounds to be made an offence. Yes, this could be included in the Criminal Justice Bill 1987 - a new summary offence only.
- Clubs must review entry and turnstiles. Yes, ask FA and League what they are doing? They are likely to waffle and produce a very poor list of clubs that have some very limited form of membership system. This relates to only 14 clubs; none of them cover more than a part of any ground.
- A standard perimeter fence. Ask the Home Office to include a specification in the Green Code as a guide to local authorities certifying safety.
- Provisionally, Popplewell says police need more power to arrest, under the Public Order Act 1936, and that it should be an offence to chant obscene or racist abuse at sports grounds. This matter should be deferred until his final Report.
- To 'consider' a membership system for all league clubs. Media wrongly assert that Popplewell firmly proposes membership cards for all. This is the major outstanding

proposal. We deal with this in three parts: A. answering FA objections, B. dealing with the practical politics and C. dealing with Stewards.

A. FA Objections to  
Membership Scheme

Answer

1. Cost

The cost will be met by spectators purchasing ID cards for possibly only 50p - at most £3. Government estimate of the most expensive option, ie for the exclusion of half a million hooligans would after a grant of £30,000 (football trust or Government) add 10p per ticket per match. (Source: Central Computer & Telecommunications Agency (CCTA)).

2. Cards will deter  
casual supporters

ID card plus photo could be arranged up to half an hour before the game in an office at the ground. Popplewell says paragraph 6.43, ~~on~~ deterrence of casual supporters is a necessary 'price' for safety. He omits that such a system might attract more supporters who would feel football to be safer. One other options would be to let in family groups without identity cards in a channel to family enclosures. Interlopers could be 'spot checked'.

3. Risk of trouble at  
turnstiles

There is a risk of trouble in any event. With better stewards, together with police presence and videos at turnstiles, trouble can be deterred and minimised.



Popplewell: no simple solution;  
paragraphs 6.23 and 6.46. Better  
turnstiles will help.

4. None has been  
devised

24 commercial systems have been  
devised. The Government (CCTA) state  
a sensible and workable scheme is  
feasible.

5. Identity cards would  
infringe human rights

Paragraph 6.45. Popplewell rightly  
says BR season ticket holders don't  
feel their human rights infringed.

B. The practical politics of membership cards

1. We are in no position "deliver" a national membership card  
system. Although our research and computer experts,  
together with Popplewell, indicates a number of options, we  
should not have to decide which one is best. We could,  
however, commission a search for the best if necessary.

2. It would be feasible to insist that membership cards, or  
some system of using them, are included in the guide to  
clubs "The Green Code". This would be for clubs that are  
thought by local authorities to be unsafe because of a  
record of hooliganism. Thus, before a safety certificate is  
issued, the local authority would have the discretion to  
require a membership card system under Section 2 of the  
Safety of Sports Grounds Act 1975.

3. Popplewell did not consider the details of any one scheme.  
No system will be totally villain-proof. Card forgery for  
the determined, card theft coupled with poor gate checks,  
and inadequate club data on who ought not to receive a card,  
are the obvious loopholes. Worst is the likelihood that  
hooligans will give false information on their application

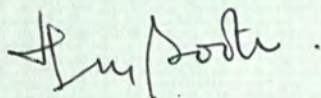
*This is a  
new part. We  
didn't understand  
from Dept. it  
it could not be done  
without main  
legislation.*

forms for cards. It may be necessary to consider a criminal penalty for this conduct.

4. Membership card systems could be produced by each club by the end of the season. But without a national back-up databank of hooligans - or at least one for London (18 clubs here) - this exercise will have limited usefulness. However, you could insist on one "reporting centre" for hooligans (name, address, offence and photograph etc). Legislation might be needed to require the release by magistrates of criminal convictions, police photographs, etc. There would be a civil liberties storm, but we believe the public would accept this - with statutory destruction of the record after, say, 5 years.

C. Stewarding membership cards

Clubs hire the ancient and the stripling and pay peanuts. Popplewell confirms (3.115). He recommends that they should be "physically and mentally capable", Bradford conclusion. He does not recommend the stewards should assist the police to combat hooligans. While direct contact is risky, more tough fit stewards should be taken on to man the turnstiles. The police need more help. The FA must do their part to improve stewarding (Popplewell conclusions 10 and 12) and add better gate control to their duties and, in particular, proper supervision of membership cards.



HARTLEY BOOTH

FOOTNOTES:

- Your neighbouring Barnet FC is one of the 4 top candidates for a new League place.
- Transfer fees squandering continues - Appendix II.

APPENDIX I

The Installation of Closed Circuit Television

By the start of the season (17 August), 20 clubs in the First and Second Division will be covered by CC TV. This includes 12 existing clubs that have the use of mobile equipment and 8 new clubs, including some with the worst record of hooliganism.

The Football Trust is meeting on 8 August to allocate 15 to 20 more clubs with CC TV. Some of these will be mobile.

Conclusion

This season CC TV will be installed at 35 to 40 Football League Clubs.

David Teasdale reports:

1985 summer transfers may be less than in recent years but are still huge:

1. Gary Lineker £800,000 Leicester City to Everton
2. Chris Waddle £600,000 Newcastle to Spurs
3. Paul Allen £400,000 West Bromwich to Spurs
4. Imre Varadi £275,000 Sheffield Wednesday to West Bromwich.

These were set by internal tribunal.

More surprising 'impoverished' Sunderland were able to pay a new manager, Laurie McMenemy, £700,000 salary over three years. Chairman Mr Cowie said 'he will get all the money he needs to rebuild the Club'.

CC BT  
BU

PRIME MINISTER

MEETING WITH THE FOOTBALL AUTHORITIES: 30 JULY

You are meeting the football authorities tomorrow at 1130.  
Present will be:-

Mr Bert Millichip	FA Chairman
Mr Jack Dunnett	Football League Chairman
Mr Graham Kelly	Football League Secretary
Mr David Dent	Mr Kelly's deputy
Lord Aberdare	Football Trust Chairman
Mr Tom Wharton	FGIT Chairman

Mr Ted Croker (FA Secretary) cannot attend as he is on holiday. He has written a letter of apology. ~~Post is a pity.~~

There is a pre-meeting of Ministers at 1100, at which you will be able to discuss and agree the general line to take with the authorities - see below for ground you need to cover.

Background to the meeting

Your main purpose in calling the Football Association, the Football League and the Football Trusts in for a further meeting is to take stock of the progress that has been made to combat hooliganism and to improve ground safety, and to press the authorities to ensure that everything possible will be done to ensure the season gets off to a trouble free start. The FA Charity Shield Match, between Everton and Manchester United, is at Wembley on 10 August. The season proper starts a week later on 17 August.

← Generally, you will wish to make it clear that you are not yet satisfied enough has been done by the authorities. You will also wish to watch out for the FA and the FL using their normal tactic of arguing that the problem of hooliganism is one for the Government to solve, and diverting the meeting

with lots of requests for further legislation. The truth is that football is their game; and the clubs are responsible for the safety of the spectators at their grounds.

### Handling

You will wish to open the meeting by thanking those present for attending and explaining your purpose in calling the authorities in. You will then wish to run through the action the Government has taken and is taking. The briefing provided by DOE (Flag A) contains a useful check-list at Annex A. The Home Secretary's note at Flag B, and the FCO note at Flag C, provide further details on some of these measures. The Home Secretary and Mr Luce can elaborate as appropriate.

You may then wish to ask the Home Secretary to comment on the specific suggestions made by the authorities at your last meeting with them on 13 June. You will need, however, to ensure the meeting does not get sidetracked on these points. The Home Secretary's note at Flag B (pages 3-5) deals with them, (but what is said to the authorities will be subject to the discussion at your pre-meeting with Ministers):

- i) on making encroachment on to the pitch a criminal offence, the Home Secretary believes that existing legislation provides the police with adequate powers. Clubs in any case can make clear that those supporters getting on to the pitch will be removed from the ground. Decisions on this should be deferred further until Popplewell has produced his final report.
- ii) on disclosure of information about troublemakers, the Home Secretary believes that the clubs and authorities must take the necessary co-ordinated action themselves. But if a membership card system were introduced, this might enable him to consider giving the courts powers to stop offenders going to matches.

- iii) on establishing a central point for co-ordinating information, the police believe this is best done by Chief Constables acting locally. Hartley Booth believes there is, however, a case for pressing the police on the points (ii) and (iii) (Flag H)

You will then wish to ask the authorities to identify action they have been taking, particularly with a view to the opening of the new season just over two weeks away. The DOE briefing at Flag A contains the list of measures the authorities are likely to mention (annex A). You will be able to use this to identify and raise any measures they omit. You will then need to pick up the following key issues:-

i) Memberships Cards

You can welcome the setting up of the Football League Working Group, but regret that progress in this area has been slow. The force of the Popplewell recommendations must be taken seriously. (Hartley's note at Flag H).

ii) Closed Circuit TV

Deployment must be targeted on those clubs where the opening fixtures of the next season are most at risk. (Hartley's note at Flag H).

iii) Publicity

A proper campaign, to be mounted by the clubs to coincide with the new season is essential. This has been discussed within the Macfarlane Working Group, and the Minister for Sport has written to the FA, who are now working on the idea. Depending on the line agreed at the pre-meeting, you may like to circulate our outline of a possible draft message from club chairmen. (Flag E). You will also wish to note that Neil Macfarlane will be writing round to MPs

indicating the action that has been taken, and that you are arranging to see sports journalists on Thursday 1 August.

iv) Luton/Millwall

You will wish to register your grave concern that the FA saw fit to lift the penalties imposed by the original Commission of Inquiry. How, in the light of that, can the general public be expected to take seriously the authorities commitment to eradicate violence? The Home Secretary may like to comment on this, because as you will remember he offered advice to the FA on their rules, advice which was specifically ignored at their AGM. [NB The FA Disciplinary Committee today fined Birmingham £5,000 and ruled that all Leeds away matches should be ticket only]

v) Finance

The authorities will doubtless ask the Government for more money. You will wish to note that the Macfarlane group is soon to consider the general picture, including estimates of the costs of the improvements required (based on the reports from Chief Fire Officers) and on the resources available to the Association and the two Trusts. You may (subject to discussion at the pre-meeting) wish to reiterate that the Government will then be prepared to consider extra support, but that it could properly do so only if the authorities had taken firm action themselves and, in particular, made progress with membership cards. You will wish to refer to the paying of the substantial sums Clubs are still spending on transfers - Hartley's note at Flag H contains a list.



Pre-Meeting

At the pre-meeting with Ministers you will wish to discuss the way you propose to handle the discussion with the Football Authorities and in particular agree that you should:

- i) generally adopt a firm line with them; suggest that not enough has been done; that they have dragged their feet on membership cards; and that every effort must now be made before the season starts up. You will not be prepared to be diverted during the meeting into discussing lists of further legislation the authorities will be seeking.
- ii) open the meeting by setting out the Government's action to date; go on to ask the authorities to set out what they have done; and then press them on some specific issues including membership cards, closed circuit TV at problem grounds and publicity.

You will also wish to cover with Ministers the following points:-

- i) whether you should pass to the authorities our outline of a possible publicity campaign by the clubs. (Flag D).
- ii) whether you should indicate that more resources may be made available by the Government, but only on condition that the authorities actions warrant it. (The Chief Secretary's note advising caution is at Flag D).
- iii) ask the Home Secretary how far he has got in considering taking powers to close grounds, as a precaution in case the authorities were not prepared to take tough enough action themselves. (You asked the Home Secretary to give some thought to this after the last meeting with the FA and the FL).

iv) consider the Home Secretary's view that the police should not be asked to disclose information on hooliganism to the clubs, nor to establish a central point for co-ordinating information.

v) you will wish to agree with Ministers the line to be taken with the press at the end of the meeting.

The briefing

Flag A	DOE note (with comments setting out the action taken by the Government and the clubs)
Flag B	The Home Secretary's note providing details of measures taken by the Home Office.
Flag C	Foreign Office note.
Flag D	Chief Secretary's note
Flag E	Outline of a possible anti-hooligan statement the clubs might put out.
Flag F	Your letter of 17 June to Mr Millichip.
Flag G	Popplewell's interim report
Flag H	Policy Unit advice.

*Mark Addison*

Mark Addison  
29 July 1985

MJ2AVX



FROM: CHIEF SECRETARY  
DATE: 29 July 1985

PRIME MINISTER

**STOCKTAKING MEETING ON FOOTBALL**

I have seen Neil MacFarlane's minute to you of 24 July for your meeting on 30 July with the football authorities.

2 I recognise that designation of 3rd and 4th division football league grounds and 1st and 2nd division rugby league grounds raises difficult financial issues for the clubs involved. Other sports will be watching the situation closely in view of the provisional Popplewell recommendations on further designations. A commitment to Government financial support for safety improvements at football grounds could open the door to a potential flood of claims for support from other sports. We therefore need to tread carefully.

3 I am doubtful that it would be good tactics to tell the football authorities now that any financial help from Government will depend upon their taking firm action in accordance with their responsibilities for safety and order within their premises. The football authorities have yet to prove that there is a case for financial help from the Government. The danger is that the tactics proposed by Neil will give the football authorities the impression that financial support will definitely be forthcoming.

4 The clear prospect of Government financial support would also provide little incentive for the private sector to meet the whole bill. I hope therefore that it will be possible to avoid offering financial carrots to football when it has yet to be decided whether assistance is required and if so what form any assistance might take.

I am copying this to Patrick Jenkin, Leon Brittan,  
Nicholas Ridely, Giles Shaw, Allan Stewart,  
John Strading Thomas, Tim Renton and to Sir Robert Armstrong.

PR

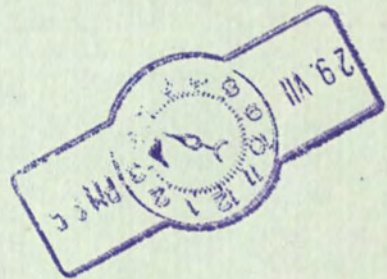
PETER REES

CONQUEROR

III

1982

HOME Affairs: F/Bill Hodgson



NOT seen this

CLHB  
B4

# 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/435

Your Ref:

29th July 1985.

BY HAND

The Rt.Hon. Margaret Thatcher, M.P.,  
10 Downing Street,  
London, S.W.1.

Dear Mrs Thatcher,

Will you please accept my sincere apology for not attending the meeting tomorrow. I have today returned from a five day visit to Malaysia, to take part in a Seminar attended by senior football officials from the various States and run in connection with an international football tournament. I accepted the invitation from the President of their Football Association, the former King of Malaysia, following lengthy discussions about a reconstruction of their football system and it would have made difficulties if they had to change the plans and try and arrange for another main speaker at short notice. It is obviously particularly important right now to retain our footballing friends throughout the world.

This has meant that the only week that my wife and I have been able to arrange for a holiday is starting tomorrow and our flight to Crete leaves at 6.40 a.m. I have to be back before the Charity Shield Match at Wembley on 10th August and my attempt to arrange a later flight tomorrow has proved unsuccessful. The League programme starts on 17th August, so a later holiday is impossible and the problems of football have not allowed an earlier holiday.

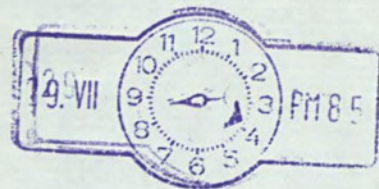
I do so regret not being able to attend, but my wife and I really feel in need of a break before the season starts.

Yours sincerely,

*E.A. Croker*

E.A. Croker  
General Secretary

c.c. Mr. N. Macfarlane, M.P.  
Mr. F.A. Millichip





C  
aHB  
C  
Foreign and Commonwealth Office  
London SW1A 2AH

From the Parliamentary Under Secretary of State's  
Private Secretary

25 July 1985

Dear Mark,

In your letter of 12 July to the Minister for Sport's Office, you sought comments from other recipients on the Prime Minister's proposals for further measures to defeat football hooliganism before the start of the next season.

Mr Renton will unfortunately be abroad for the Prime Minister's meeting with representatives of the football authorities on 30 July, but Mr Luce is ready to attend in his place.

For the meeting at Number 10 it might be helpful for Ministers to have the following progress reports on the various overseas aspects.

- (a) The Council of Europe Convention. This was adopted in Strasbourg on 23 July. We propose to sign it in August without qualification on the subject of ratification, on which we foresee no difficulties. Provided three countries sign without qualification about ratification by 31 August the Convention will come into effect on 1 October. We are of course encouraging our partners in the Council of Europe to sign, and are reasonably hopeful that at least two other countries besides ourselves will do so.
- (b) We are also addressing the problem of possible crowd trouble at the European and World Cup qualifying matches that Scottish, Welsh and Northern Irish clubs will be playing in Europe in the Autumn. The designated football officers at local consular posts have been instructed to be in touch with the local authorities about security and other arrangements for each match. Scottish clubs have already decided not to sell tickets for these away matches.
- (c) It is not too soon for us to be planning for the World Cup finals in Mexico in May/June 1986 (if British teams qualify). Mr Renton has already had two meetings with

/the

M Addison Esq  
No 10 Downing Street





M Addison Esq

25 July 1985

the Mexican Ambassador on the possible suspension of the visa agreement between the United Kingdom and Mexico. The Mexicans have not yet agreed; discussions will continue (see the enclosed record of Mr Renton's meeting on 16 July). A problem area is likely to be the procedures for making up and handing to the Mexicans lists of known football hooligans. There could be some legal and practical difficulties about producing these lists on the basis of what is bound to be in some cases uncorroborated evidence. We shall need the fullest support of the British Clubs.

In the meantime the FCO have been passing to the English Football Association at their request, on a post box basis, the names of football supporters who have been detained at, or on journeys to and from, overseas matches. We are making similar arrangements with the Scottish, Welsh and Irish football associations. (Overseas posts where we know matches will be played in the next few months have been notified of this requirement)

*Yours sincerely*

*Alistair Harrison*

Alistair Harrison  
PS/Mr Renton

cc: Hugh Taylor Esq, Home Office  
Ms Sue Vanervord, DOE  
P Dykins Esq, DOE  
R Allan Esq, Dept of Transport  
R Graham Esq, Scottish Office  
C Williams Esq, Welsh Office



MEXICO - WORLD CUP 1986

MEETING: MR RENTON AND MEXICAN AMBASSADOR: 10 AM 16 JULY:  
VISAS FOR MEXICO

Mr Renton  
Mr Mehmet  
Mr Taylor  
Mr Abbott

HE Sr. Cuevas-Cancino,  
Mexican Ambassador

1. Sr. Cuevas-Cancino explained that following the meeting on 3 July, he had put the Minister's views favourably to his Government. He now had an initial reply which he had set out in an Aide Memoire (attached) which he had brought to the meeting.

2. Mr Renton thanked Sr. Cuevas-Cancino for his assistance and goodwill in this problem: we were grateful for the prompt reply. We would study the Aide Memoire and reply in detail. He hoped it would be possible for the Ambassador to be the link between our two Governments.

3. Mr Renton said that his initial reaction to the points made in the Aide Memoire were:-

paragraph 2 We had very much in mind the problem of the Mexican authorities in screening visa applicants. We would in fact hope to be able to discuss with the Mexican visa officers in London a list of known troublemakers who should be refused visas. The list would be as complete as possible within the limitations imposed on proper disclosure of information. The list would not be foolproof but would be the best we could do to serve our common aim to keep British hooligans out of Mexico.

/ paragraph 3



paragraph 3     There would be great difficulty in ensuring that tickets were sold only to bona fide supporters, even though the English FA may control sales.

paragraph 4     Any suspension of the visa abolition agreement would be for a short period of time and, under paragraph 8 of the Agreement, could be applied only to British citizens. Our intent was that Mexicans visiting the UK would not require visas. Most British businessmen (and genuine supporters) would not object to visa requirement if it helped to reduce possibility of British hooliganism at World Cups: they were as interested as HMG in maintaining the good name of the UK overseas.

paragraph 5     The Ambassador clarified this paragraph: security concerned the actual matches to be played, not visa matters. He was informed that the English FA liaison officer would certainly visit Mexico in advance if England qualified, and had recently accompanied England in their short visit to Mexico in June.


4. Sr. Cuevas-Cancino thanked Mr Renton for his comments and said that the Aide Memoire should be treated as a 'starting paper' for discussions. He confessed that he had not put the point about Mexicans not requiring visas even if British citizens did.

5. Mr Renton mentioned the Council of Europe Convention on controlling hooliganism at sporting events and suggested that if ratified by sufficient member States, Mexico would perhaps be invited to ratify also. The Convention included the need for liaison and close cooperation in preventing hooliganism.



6. In final conversation the point was made that the number of British supporters visiting Mexico for the World Cup was not likely to be large, possibly in the region of 10,000. Mr Renton concluded by confirming that a detailed formal comment on the Aide Memoire would be prepared and passed to the Ambassador.

7. The meeting closed at 10.30 am.

  
Foreign and Commonwealth Office  
18 July 1985

Aide Memoire

1.- The Mexican Government fully understands the aims pursued by the British Government in offering its cooperation to avoid any acts of violence that may mar foot ball world championship, and is duly grateful for its initiative.

2.- The Mexican Government finds however some limitations in agreeing to a suspension of the visa agreement between the U.K. and Mexico. The responsibility for screening british amateurs going to Mexico would then fall exclusively on Mexican authorities, and they lack - sufficient information in order to stop potencial delinquents.

3.- The Mexican Government would also like the problem to be considered from another point of view:  
the tickets for the championship have been on sale the world over, and Mexico would find itself criticized if it closed the borders to ticket holders.

Furthermore, and since the sale of tickets was done through National Foot ball Associations, the Mexican Government believes that those Associations acted in such a way as to assure themselves of the "bona fide" of ticket buyers.

4.- The Mexican Government has also considerable misgivings regarding other effects of the suspension of the agreement, since much unnecessary troubles would be caused during the whole period of the suspension of the agreement to individuals traveling to Mexico from the U.K., and viceversa.

5.- The Mexican Government would, however, welcome the visit from a British security officer who together with the Mexican Security Authorities would examine the adoption of suitable preventive measures.

Home Affairs: Football Pt 4





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B

Prime Minister

FOOTBALL VIOLENCE

In preparation for your meeting with the football authorities next week, you may like to have the following progress report on the elements of our programme of action which fall within my responsibilities. I have just seen Neil MacFarlane's minute of yesterday which covers some of the same ground.

ACTION TAKEN

The Sporting Events (Control of Alcohol Etc) Act completed its Parliamentary passage earlier this week and received Royal Assent today. I will tomorrow lay the necessary Order designating the grounds and events to which the controls in the Bill will apply. As I announced on Second Reading I shall designate all Football League clubs, Wembley Stadium and any other stadium used for international matches, and non-League grounds when they are used for matches with League clubs. The designation order will come into effect on 9 August - the day before the FA Charity Shield match at Wembley between Everton and Manchester United.

My Department has ordered 10,000 posters on the theme of "Don't Take Drink to the Match". 5,000 of these will be sent to Football League clubs and Wembley Stadium and the rest distributed to the transport industry.

I made a statement to the House about Mr Justice Popplewell's interim report yesterday. His recommendation on CCTV is in line with our own thinking. His support for a membership card system is welcome, and should strengthen

our position in pushing the football authorities to introduce one, either on a club basis, as he recommends, or nationally. I have also undertaken to consider his recommendations for the creation of two new criminal offences in relation to the possession of smoke bombs and the throwing of missiles.

Under the Safety of Sports Grounds Act 1975 I have now designated all the qualifying grounds of clubs in Divisions 3 and 4 of the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Orders were laid on 19 July and come into force on 9 August.

The new police information system will be in place for the beginning of the new season. We shall also have available three of the photographic vans to assist the police, together with two prototype tripod mounted evidential cameras. These mobile resources will supplement the permanent CCTV installations which are already in place or are being installed using the £500,000 allocated by the Football Trust. My officials and Patrick Jenkin's have been in touch with the Trust and I understand that it is hoped to have six additional CCTV systems installed by the beginning of the new season, and two upgraded systems. Other systems will follow as they are approved by the Trust.

I understand that the Football League has accepted my suggestion that clubs should refuse admission to anyone who refuses to be searched by the police. I understand that this will be incorporated in the model ground regulations commended by the League.

Arrangements have been made by the Home Office Directorate of Telecommunications for British Transport Police contingents travelling on trains to football



matches to have multi-channel radio sets capable of establishing contact with the police radio network.

#### ACTION IN HAND

We shall be ready to introduce the public order legislation at the beginning of the next session. The new controls on assemblies in the open air will considerably strengthen the hands of the police. I am also considering the Popplewell recommendations for new criminal offences.

More immediately the FA has supplied a list of problem fixtures over the first few weeks of the next season. My officials have discussed this with the police, and it is being sent to all the chief constables in whose areas the matches listed are being played. It will then be for them to decide how the matches should be policed, taking into account their own information as well as that of the FA. The chief constables concerned are being invited to ask for the deployment of one of the photographic vans or tripod mounted cameras, so that these resources can then be deployed to maximum effect.

#### OTHER MATTERS

At your meeting with the football authorities on 13 June you also agreed to consider some suggestions which they put forward, concerning the availability of information about trouble-makers and the possibility of making it an offence to encroach on the pitch. All the uglier forms of encroachment are already caught by the criminal law and in practice the creation of a new offence would have the effect only of extending the law to the less harmful forms of encroachment (such as congratulating the goal scorer) and the problem of enforcement (for example in the face of a mass invasion at the end of the season to celebrate promotion) would remain. Moreover, making encroachment

an offence might well have the undesirable effect of shifting the onus for preventing pitch invasion from the clubs to the police. I am not therefore at present persuaded that it would be right to create a new offence of this kind, but Popplewell says that he will be looking at this in his final report, and we should defer a final decision until we see what he has to say.

So far as information about trouble-makers is concerned, criminal records are confidential and I do not think it would be right to disclose them to football clubs. There would be even greater difficulty about the disclosure of information which has not been tested before the courts. I see no reason why the clubs should not establish their own lists of trouble-makers rather than pushing this off onto the police. If they have the will to take action themselves I am sure that they could develop means of effectively excluding those responsible for disorder. But if they are to exclude those responsible they need to develop a mechanism for doing so - for example by the introduction of a membership card system. Such a system would then open up other possibilities which the lack of an effective enforcement system precludes. For example, there are in principle considerable attractions in giving courts the power to issue orders prohibiting those convicted of offences in connection with football matches from attending future matches. But this cannot practically be done unless the football authorities do their part by introducing a membership card system. Without such a system the Orders could not be enforced successfully, and the law would be brought into disrepute. If the football authorities are now prepared to give a firm commitment to an effective membership card system, we could give courts the necessary powers in the public order legislation next session; but there are no signs of the necessary commitment as yet.

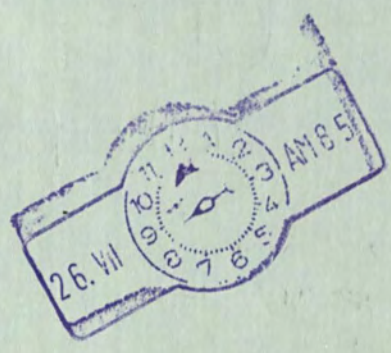
So far as information from the clubs is concerned, the football authorities may well need to set up a central data bank if they decide to establish a national membership card system. But the police are not in favour of establishing their own central point. Under their new arrangements for the collection and dissemination of information a dossier will be built up by each chief constable on the record of clubs within his area, both home and away. This dossier will then be made available to other chief constables as required. The police see no need in these circumstances for a central point of their own. Any information which the clubs wish to pass on can be given to the police Football Liaison Officer or the divisional Chief Superintendent.

Giles Shaw will be writing to you in the next day or so about the points arising from the Huddersfield v Leeds video which you saw earlier this month.

I am copying this to George Younger, Patrick Jenkin, Nicholas Ridley and Neil MacFarlane.

L.B.

25 July 1985



010

ceATS



QUEEN ANNE'S GATE LONDON SW1H 9AT

25<sup>th</sup> July 1985

MBPM

Dear Max,

I thought that I should follow up the point of order which you raised in the House yesterday afternoon about the availability of Mr Justice Popplewell's Interim report on his Committee's inquiry into crowd safety and control at sports grounds.

The nub of your complaint was that copies of the Report had been released to the media under embargo before it was made available to Members. I have to say to you on that point that this was done in accordance with long standing arrangements which have existed under all Governments and that it was done under strict Parliamentary embargo conditions. So far as I am aware, there has been no complaint that the media broke the terms of the embargo by anticipating publication of the report which had been arranged for 10.30 am yesterday.

That aside, what I do very much regret, as I said in the House, is that copies were not in the event made available to Members at the appointed time. The arrangements we had made were deliberately designed to give Members longer than is usual to consider an important report before I made my statement. That copies were not released by the Vote Office at 10.30 am resulted from a mix up on the day between HMSO and the Vote Office which did not come to the notice of my office until shortly before midday. The report was as you acknowledged released to Members immediately afterwards at about noon.

I understand mistakes of this kind are very rare but it is all the more annoying that they should have occurred when we had been at pains to ensure that Members got their copies earlier in the day than is usual.

Y,  
Leon B. [Signature]

Max Madden, Esq, MP





CFIB  
cc BI  
A

Prime Minister

STOCKTAKING MEETING ON FOOTBALL

I attach for your meeting on 30 July a progress report following the meetings of my two Working Groups and in the light of the Interim Report from Mr Justice Popplewell. I am copying this to colleagues who will be present at the meeting with the request that they let you have any additional comments or observations. In Particular, I would like to record my thanks to Giles Shaw and Allan Stewart who have supported me in the Working Groups on Spectator Violence and on the Financing of Safety Improvements. I am also copying to Peter Rees in view of his interest.

On safety improvements, the report makes clear that another meeting of the Working Group is due soon, following the publication of Popplewell and also the Home Secretary's receipt of reports from the Chief Fire Officers. I suggest you will not want to get into the details of these matters at your meeting; you may like to say that a further meeting of the Group will be arranged as quickly as possible.

I was grateful for the suggestions in your Private Secretary's letter of 12 July about public relations for the football authorities at the start of the new season. I raised this at the meeting of the Working Group last Wednesday and obtained a positive response, in particular from Ted Croker of the Football Association who said that he had prepared a paper on the subject. I have since written to the FA and the Football League confirming our discussion in the Working Group, and I feel confident that an appropriate campaign will be mounted. We could discuss this at your meeting.

Moreover, I think we should use our influence to encourage Fleet Street proprietors to take a positive line in the run-up to the new season. Many Editors ought to be receptive to an approach on this issue. You would have an opportunity to encourage positive ideas and publicity when you meet the football writers and commentators again before the new season, as I understand you have it in mind to do. I intend to write some articles for national and regional papers, and to write to every MP before 17 August telling them what the Government has done and what they can do to help locally.

I am sending copies of this to Patrick Jenkin, Leon Brittan, Nicholas Ridley, Peter Rees, Giles Shaw, Allan Stewart, John Stradling-Thomas and Tim Renton.

NEIL MACFARLANE

24 July 1985

## FOOTBALL VIOLENCE AND SAFETY: PROGRESS REPORT AS AT 24 JULY 1985

The Minister for Sport's Working Group on football violence, with the Football Association (FA), the Football League (FL), the Home Office and the Department of Transport, has had 3 meetings to take forward the negotiations begun at 10 Downing Street on measures to combat hooliganism. The Working Group on Financing of Safety Improvements - a larger group encompassing also the Football Trust, the Football Grounds Improvement Trust, the Sports Council and the Scottish, Welsh and Northern Ireland Offices - has had 2 meetings. The Belgian Parliamentary Report on Brussels and Mr Justice Popplewell's Interim Report are now available. This report considers progress and issues for discussion at the meeting convened by the Prime Minister on 30 July.

### SAFETY

The Home Secretary's Orders designating Rugby League clubs and Football League clubs in Division 3 and 4 comes into force on 9 August. The Home Secretary's statement of 24 July on the publication of the Interim Popplewell Report summarises the current state of play. Over the next few weeks football clubs and local authorities will discuss urgent measures which need to be taken in the light of the Chief Fire Officers' reports, the Popplewell recommendations and local authorities' and clubs' own views, in order that interim certificates can be issued. There will be further bids for money. This paper covers only football, but there will be concern over financial problems for rugby league clubs and potentially for other sports when, as seems likely, Mr Justice Popplewell recommends their designation under the Safety of Sports Grounds Act.

The Financing of Safety Improvements Group considers that it is still too early to make definite assessments of the costs of improvements. A full assessment may take until September or October. Another meeting of the Working Group is due soon, to consider the interim Popplewell recommendations, the reports of Chief Fire Officers and the assessments made by the football authorities and the 2 Trusts of the resources they have available to fund safety improvements.



## SPECTATOR VIOLENCE

### The Package

The package of measures so far agreed is at Annex A. It lacks what Government has regarded as an important ingredient, a membership card scheme. The clubs and authorities continue to be very reluctant to introduce such a scheme. The possibilities are being considered by a Football League Working Group due to report in the first week of September.

The FA/FL and clubs will not undertake radical change unless they are forced to - perhaps by yet another crisis: they do not perceive a problem of public confidence in their game. There is nothing new in what they propose to do next season. There are also flaws. For example, morning kick-offs and all-ticket matches appear to be the major measures, but these would be of limited value in the circumstances of London, with 18 clubs close to each other.

The FA/FL believe it is for the Government to take new steps to deal with a law and order problem. For the authorities and clubs, a membership card scheme is too radical; its potential benefits are 'marginal' and could not justify the practical difficulties and the potential loss to the game in casual support.

It seems unlikely that the present package will be sufficient to prevent trouble in the early matches of the new season. The only differences evident at League grounds will be the alcohol ban and (where installed) CCTV. Changing the times of kick-offs and making games all-ticket will of course help in some cases. A membership card scheme could not be relied on in itself to deter violence totally, and certainly not in the short term. But at least it would hold out the medium term prospect of being able to identify and eventually exclude the hooligans.

For the short term, two further steps were agreed in the Working Group:-

- the FA/FL have identified early matches (Annex B) most likely to be troublesome. Special care will be taken in the planning and policing of these games;

- a publicity campaign will be staged by the FA/FL to encourage better standards of behaviour for the new season.

For the longer term it seems right to continue to press the Football League to examine positively, through their Working Group, the prospects for introducing a membership card scheme even some little way into the season.

#### The Government/Football Partnership

The decision last week of the FA Appeal Commission (led by the Chairman, Bert Millichip) to overturn the penalties imposed by the original Commission of Inquiry on the rioting at the Luton v Millwall match must cause grave concern. This exposes the continuing difference of perception between HMG and football on responsibilities. Can a partnership approach on the problems of violence be maintained?

The familiar history of the FA Commission's decisions was discussed at the first meeting at 10 Downing Street on 1 April. The FA were asked to clarify clubs responsibilities under their rules. A change was made at the AGM, but this preserved the status quo, ignoring specific advice given by the Home Secretary.

To be fair to the clubs, Mr Justice Popplewell has concluded that it is 'quite clear away supporters cannot be controlled by the club whom they purport to represent'. Clubs like Millwall can organise transport and other arrangements, seek all-ticket matches (as they did unsuccessfully at Luton), but how can they control violent men, ostensibly supporting their team, who take an independent route to a match?

However, the least clubs should do is to give a clear lead. Many have failed to do so. It is right for Government to cooperate with the football authorities to combat a problem of violence which is wider than football; but it is also right to expect the football authorities and clubs to play their full part.

## Further Measures

Further measures are needed to control violence at football matches and to help restore public confidence. For the early games of the new season, much will now depend upon publicity and on the preparations for, and policing of, problem games. The major gaps in the package relate to the control of away supporters and the exclusion of troublemakers from games. For Mr Justice Popplewell, both gaps would be filled by a "membership system so as to exclude visiting fans".

If the football authorities and the clubs will not do more to meet their responsibilities, Government will have to consider further action. New offences are suggested by Popplewell. Stringent fallback powers (eg for the Home Secretary to close grounds) could be taken in the Public Order Bill. Refusing financial help might encourage a change of attitude. The case for financial help needs to be further considered in the Working Group on Safety Improvements, but Ministers may wish to consider whether it would be good tactics to tell the football authorities now that any financial help from Government will depend upon their taking firm action in accordance with their responsibilities for safety and order within their premises.

## Agenda for the Prime Ministers Meeting

Discussion might perhaps be helped by the prior circulation of a brief agenda with papers on the following lines:

- Item 1 The effectiveness of the package of measures so far agreed to combat football hooliganism
- paper at Annex A to this report
  - oral report by Football League on their membership card Working Party.

Item 2 Publicity and planning/policing for early problem matches

- Mr Macfarlane's letter of 23 July to Ted Croker (attached)
- Mr Croker's letter to the clubs (attached)
- List of problem matches identified by the FA/FL (Annex B to this report).

PACKAGE OF MEASURES SO FAR AGREED

A. MEASURES TAKEN BY GOVERNMENT

1. The Sporting Events (Control of Alcohol, etc) Bill has now completed its Parliamentary passage and will be in force by the beginning of the new football season.
2. The Government has published the interim report of the Inquiry into safety and control at sports grounds under the chairmanship of Mr Justice Popplewell. The Inquiry has made a number of important recommendations in crowd control and "anti-hooligan" measures.
3. The Home Secretary has designated all grounds in Divisions 3 and 4 of the Football League. The necessary order was laid on 19 July and comes into force from 9 August. From that date clubs will be required to apply for safety certificates forthwith.
4. Steps have been taken to enhance police effectiveness next season. The Association of Chief Police Officers has introduced a new system for exchanging information about the conduct of fans which should assist in anticipating and preventing trouble. Three Home Office photographic vehicles ("hoolie vans") will be available to be deployed at football matches, together with 2 experimental high-definition cameras. The police role should be further strengthened by the proposed public order legislation to be introduced next Session.
5. The Home Secretary is drawing attention to the guidelines set down by the Court of Appeal on the sentencing of violent offenders and is thus encouraging magistrates to make full use of their powers to deal with football hooliganism.

6. The Government has taken the initiative to agree binding measures with European governments. The Convention on spectator violence at sporting events was adopted by the Council of Europe on 23 July and will be opened for signature on 19 August. In addition, discussions have started with UEFA on more binding requirements for matches held under their auspices.

7. Discussions are being held with the Mexican Government on what steps are open for controlling travel to the World Cup Finals in 1986.

#### B MEASURES TAKEN BY FOOTBALL

1. Increased fines for players sent off.
2. Known hooligans will be banned from grounds.
3. Revised Ground Regulations will be posted around stadia which will include a clause making "police searches" a condition of entry.
4. CCTV will be installed quickly at as many grounds as possible. The Football Trust has allocated £500,000 for the provision of CCTV equipment next season. This should be sufficient to provide equipment which can be deployed at 20-30 additional grounds.
5. Plans are being developed for more all-ticket and morning matches.
6. The Football League has set up a Working Party to give full and speedy consideration to membership cards. The Working Group is to report in early September. In the meantime, the FL has recommended clubs to install individual schemes.
7. Problem matches are being identified early so that effective precautions can be taken.
8. A publicity campaign is being worked up by the FA/FL and clubs to encourage better standards of behaviour for the new season.

PROBLEM MATCHES FOR EARLY WEEKS

Saturday 17 August

A/22/17  
Birmingham City v West Ham United (already agreed to be  
an 11 am KO)  
Sheffield Wednesday v Chelsea  
Fulham v Leeds United  
Huddersfield Town v Millwall

Wednesday 21 August

Oxford United v Tottenham Hotspur (see general comments  
about Oxford United below)

Saturday 24 August

Manchester City v Sheffield Wednesday  
Bournemouth v Bristol City

Monday 26 August (Bank Holiday Monday)

Birmingham City v Oxford United  
Shrewsbury Town v Millwall  
Stoke City v Leeds  
Reading v Bristol Rovers

Wednesday 28 August

Leicester City v Chelsea (date already moved from Bank Holiday)

Saturday 31 August

None

Tuesday 3 September

Birmingham City v Manchester City  
Brighton v Leeds

Saturday 7 September

Luton v Chelsea  
Fulham v Portsmouth  
Shrewsbury v Leeds  
Newport County v Bristol Rovers

Saturday 14 September

Manchester City v Manchester United



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

My ref:  
Your ref:

23 July 1985

T Croker Esq  
Secretary  
The Football Association  
16 Lancaster Gate  
LONDON  
WC2 3LW

Dear Ted :

At the meeting of my Working Group last Wednesday we agreed, following a useful and helpful discussion, that clubs should be encouraged to promote and publicise their determination to put an end to violence and hooliganism among their so-called supporters.

I briefly covered some possible actions for you and the Football League to consider:-

- a) a message from Chairmen or, preferably, team captains in match programmes covering the clubs' attitudes to hooligans and spectator and player behaviour; and what clubs expect of the police, courts and spectators. (Successive messages, tailored to the particular circumstances of the ground/match, will of course have more impact);
- b) a message over the tannoy by a respected spokesman for the club summarising the message in the programme and stressing that anyone who goes on to the pitch without authority will be liable to be removed from the ground by the police;
- c) ensure that the resolve of the club to combat hooliganism is taken seriously and made fully apparent by the numbers of police and stewards deployed and by a statement from the pitch by the Mayor/Chairman/club captain/players;
- d) ensure that appropriate resolutions are passed (preferably unanimously) at club annual meetings detailing actions taken or to be taken by the club to stop hooliganism, and that these are given wide publicity.
- e) encourage official supporters clubs to issue statements to the media condemning violence and hooliganism, demanding an end to it, and emphasising their support for tough club, police and court action.



Additionally, we suggest that before the first home game club Chairmen should call in the various editors of press, radio and television to explain the clubs' new attitude against, and determination to combat, hooliganism. The Chairmen should arrange for the Chief Constable or his representative to make very clear to the media how, with the backing of Government and club, he is going to discharge his responsibility.

You will have your own additional thoughts on this campaign. I know that you had already prepared a paper covering these themes.

We all agree that it will be very important to start the new season in the right, positive atmosphere. Clubs must take the major responsibility for delivering and maintaining a stern and clear message to the fans. You have in mind sending to clubs a "sample" programme message containing the sorts of statements you would hope they will be issuing. Doing so would ensure that the right strength of message is issued across the board.

*Neil MacFarlane*

NEIL MACFARLANE

DRAFT LETTER TO ALL FOOTBALL LEAGUE CLUBS

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As you are well aware, English football will be under close scrutiny, both at home and abroad, in the coming season. Although we acknowledge that Clubs have taken strong measures in the past to try and ensure an absence of crowd trouble, we know that these have not always been successful and that an even more rigorous look must be taken at the possibilities.

You have already been advised by The Football League to consider your League programme, particularly in the first few weeks of the season, to assess whether some of the matches should be all-ticket, with either no tickets issued to the visiting team or possibly by arrangement a limited allocation for a very select distribution. You have been advised by The Football League to consider morning kick-offs for matches where this could ease the potential problems. A number of clubs did try this last season, with considerable success.

With reference to the two items listed above, all-ticket matches and early kick-offs, will you please advise us, within seven days, of any matches in which you will introduce one or possibly both of these measures. We have an assurance from the Home Office that they will co-operate with the Clubs as far as they are able to, to ensure that the Police support no distribution of tickets on the day of the match, which is an essential adjunct to making matches all-ticket.

The Football Association reserves the right to order Clubs to play matches as all-ticket, or with early kick-offs, but we believe that initially voluntary action by Clubs is preferable, to show the firm resolve of the Clubs to tackle this problem within the powers available to us.

We will all be watching with interest the decisions of Magistrates in the coming season, to see whether or not the promises we have received concerning law and order issues outside our control are fulfilled and we would ask you to report to us any cases that are significant, whether because of the excessive or inadequate punishments handed out. Many Clubs are continuing action they have taken in recent years to ban known troublemakers from their grounds and I am sure that if a workable scheme is possible, you would welcome such action.

The Memorandum issued in recent years by The Football Association, The Football League and the Professional Footballers Association is being revised and a copy will be sent to you in due course.

I look forward to hearing from you after you have studied your fixture list.

Yours faithfully,

E.A. Croker  
General Secretary

STATEMENT ON POPPLEWELL INTERIM REPORT  
SUPPLEMENTARY BRIEFING

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BACKGROUND NOTES

Chief Fire Officer reports

Bradford: Police communications

THE INQUIRY

1. Shouldn't the Bradford and Birmingham events have been the subject of different inquiries?

No. The report has clearly vindicated the Government's view that safety and control issues cannot sensibly be separated.

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2. When is the final Report expected?

This is a matter for Mr Justice Popplewell to decide in the light of the extent of the evidence he receives. However, it is understood that he will aim to complete this work by the end of the year.

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DESIGNATION

3. Should designation be extended to cover the grounds of other sports?

This is a question which the Inquiry will no doubt be looking into as part of its further investigation into the operation of the 1975 Act.

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4. Extending designation to stadia holding less than 10,000 spectators.

Although the Act does give certain powers to extend designation to other classes of sportsground, sports stadia (i.e. sports grounds whose spectator accommodation wholly or substantially surrounds the playing area) which have accommodation for less than 10,000 are not liable to be designated. But there are of course emergency procedures which certificating authorities can utilize if necessary.

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5. Why haven't all Rugby League and League soccer grounds been designated?

Because, on the information available to us, not all the stadia have a spectator capacity which exceeds 10,000.

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6. Are there plans to extend designation further?

Not at present. This is something which the Inquiry can be expected to consider further and report on.

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EMERGENCY POWERS

7. Under section 10 of the Safety of Sports Grounds Act 1975, if in the opinion of a certificating authority the risks to spectators justifies doing so, it may apply to the courts to prohibit or restrict admission of spectators to the whole or any part of a sports ground until steps have been taken to reduce the risk to a reasonable level. Similar powers are available to fire authorities under the Fire Precautions Act 1971.

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SAFETY CERTIFICATES

8. Who determines the terms/conditions contained in a safety certificate?

The 1975 Act confers a general power on certificating authorities to specify such requirements as it thinks necessary or expedient and, within that framework, also stipulates certain conditions which must be included within safety certificates e.g. as to spectator numbers, location and exits.

- 
9. What if terms/conditions are unreasonable?

There is an appeal to the Secretary of State against particular terms and conditions. These are suspended until the appeal is determined unless on application from a certificating authority a court orders that they shall apply.

- 
10. Would setting a spectator ceiling by a certificating authority be an appealable condition?

Yes.

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GREEN GUIDE

11. What does the Green Guide say about pitch perimeter fences?

That they should be designed to keep spectators off the pitch, but that they should have controlled gates and/or access points so that immediate access to the pitch can be ensured in an emergency.

- 
12. Does the Green Guide say how high a pitch perimeter fence should be?

No. Only that if it also functions as a crash barrier, it must satisfy the strength requirements for the latter, but may be higher (because pressures on it are likely to be less localised).

- 
13. Are the Green Guide requirements statutory?

No. They are non-statutory guidelines that are commended to local authorities when a ground is designated, as proving useful guidance to the authority when framing the conditions which they consider should be included in the safety certificate. The Inquiry may wish to consider what, if any, change should be made to the Guide's status.

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FOOTBALL HOOLIGANISM

14. Why does the Government not hold an inquiry into the causes of football hooliganism?

SPEAKING NOTE

As my rt hon Friend the Prime Minister said on 3 June that could go on for years and reach no conclusion. The problem is with us now. We must act through persuasion, prevention and, where necessary, punishment.

15. Why do the courts not impose stiffer sentences on football hooligans?

*See also Note 29 on Reports references to penalties.*

SPEAKING NOTE

For all the offences commonly charged against football hooligans, custodial sentences are available. The court of appeal has clearly indicated that custody is the appropriate response to violence directed at the police or at innocent bystanders. For less serious offences committed by young tearaways, compulsory attendance sentences, normally involving Saturday afternoon sessions, are available. Since taking office we have increased the number of attendance centres from 79 to 127, and there are plans to open more later this year. The House will have noted the heavy sentences imposed in the Cambridge case recently.

16. Do the police have the power to enforce the criminal law when they are inside football grounds?

SPEAKING NOTE

There is no doubt that the police have the power to enforce the criminal law inside sports grounds. In 1976, in the case of *Cawley v Frost* the Divisional Court, presided over by the Lord Chief Justice, made it clear that a football ground was a public place for the purpose of the criminal law.



17. Who pays for the cost of policing football matches?

SPEAKING NOTE

It is general practice for organisers of sporting events to pay for police officers present inside grounds. The cost of policing outside the ground is already met from public funds.

BACKGROUND NOTE

[NOT FOR USE The cost of policing inside grounds is however charged to the football club. This may appear anomalous, but is not. It is the general practice for organisers of sporting events to pay for police officers inside grounds, while the cost of policing outside grounds is met from public funds. This is a reasonable division of financial responsibility.]

18. How much CCTV equipment will the £500,000 provided by the Football Trust buy?

SPEAKING NOTE

I understand that the Football Trust has reserved £125,000 for 10 tripod-mounted high-definition cameras for evidential use. The remainder will be allocated in response to bids from clubs. The Trust is prepared to provide £25,000 per club if the police accept ownership and maintenance and £12,500 if they do not. In addition to the evidential cameras the money should be sufficient for between 15 and 20 installations. This will not be sufficient to cover all the First and Second Division grounds, but taken together with the existing CCTV installations and the mobile equipment, it should be possible to cover most of the First and Second Division grounds.

19. Will the Government provide additional money to buy more CCTV equipment?

SPEAKING NOTE

No. The Home Office has already provided three of the police photographic vehicles, and also two prototype evidential cameras. Provision of permanent CCTV installations is however a matter for the football authorities. The Government welcomes the money which the Football Trust has allocated for this, and hopes it may be possible to find more in due course.

20. Why does the Government not provide more police to combat football hooliganism?

SPEAKING NOTE

Mr Justice Popplewell emphasises in his report the amount of police effort which is already put into the policing of football matches. For its part the Government has greatly strengthened the police service - the total manpower, both police and civilian in England and Wales, has increased by well over 12,000 since May 1979 - so that more officers are available for chief officers to deploy as required.

BACKGROUND

It has been suggested that the police should form specialist squads to deal with football hooliganism but they have no plans to do this. Instead wherever possible league matches are policed by local officers with reinforcements as necessary. At least one force (Hampshire) has experimented with sending police officers to away matches to assist in identifying a hard core of potential troublemakers. This is one of the options which is being considered by the ACPO Football Subcommittee.

21. What is being done to deal with extreme right wing organisations such as the National Front which instigate football violence?

SPEAKING NOTE

It is difficult to measure the effect which the presence of political extremists has on the level of crowd violence, but we do not rule out the possibility that this is a contributing factor. Anyone with evidence that political extremists are inciting or organising violence at football matches should draw it to the attention of the police. I understand also that the Football League is taking action through its ground regulations to prevent the distribution or sale of literature. In his interim report Mr Justice Popplewell raises the possibility that it might be made an offence to chant obscene or racist abuse at sports ground. The Government will study carefully any recommendation which he makes about this in his final report.

22. What effect will the Government's proposals on public order have on football crowds?

SPEAKING NOTE

The Government's White Paper on the review of public order was published on 16 May and the Government intends to bring forward proposals at the first legislative opportunity. The proposals in the White Paper concerning assemblies in the open air will considerably strengthen the powers available to the police to guard against the risk of disorder. Whenever they reasonably apprehend serious public disorder at a football match the police will, in effect, be able to limit the gate. Under this sanction, the police should be able to achieve whatever steps they judge necessary to minimise the risk of disorder.

23. Why not confiscate the passports of known troublemakers?

SPEAKING NOTE

Passports are issued, refused or withdrawn from an individual under the Royal Prerogative. The power to withdraw passports is exercised in certain closely defined circumstances and has never been used to deny a passport to an individual simply on the basis of a criminal conviction, whether related to football hooliganism or to other more serious offences such as murder or rape.

24. What action are the police taking following the Brussels tragedy?

SPEAKING NOTE

Following the Brussels tragedy the Merseyside police have examined a large quantity of film and video recording of this lamentable incident. The current position is that over twenty people have been arrested and remanded on police bail. Many of those arrested were identified by means of video recordings of the events of Brussels. The Merseyside police are closely co-operating with their counterparts in Belgium in their investigations. We have offered the Belgians the assistance of the DPP in any extradition proceedings which may follow.

25. What steps are being taken to learn the lessons of the incident at Brussels?

SPEAKING NOTE

Enquiries into the riot in Brussels are of course a matter for the Belgian authorities. The Belgian Parliamentary Inquiry reported on 6 July. The examining magistrate in Brussels is pursuing her enquiries. The terms of reference of the Popplewell Inquiry are already wide enough to enable any lessons learnt from Brussels to be taken into account.

BACKGROUND NOTE

The terms of reference are: "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."

26. Will the Government seek to make it an offence to encroach on the pitch?

SPEAKING NOTE

Mr Justice Popplewell says that he will consider this later. The Government will consider carefully anything he says on this point in his final report.

BACKGROUND NOTE

All the uglier forms of encroachment are already caught by the criminal law (assault, criminal damage, threatening behaviour). The more innocent forms of encroachment (eg congratulating the goal scorer) are already dealt with in most cases by ejection and it is doubtful whether invoking the criminal law would be more effective. Enforcement would be difficult whenever there was a pitch invasion (eg at the end of the season to celebrate promotion). An offence could not sensibly be restricted to football. It would also need to extend to other sports (eg running onto the cricket pitch to congratulate the century-maker, or to stop the ball before it reaches the boundary rope). Subject to what Mr Justice Popplewell may say, we do not think that encroachment should be made a criminal offence.

27. Will the Government implement now the recommendation that it should be a criminal offence to have a smoke bomb or similar device at sports grounds?

SPEAKING NOTE

We will certainly look positively at this recommendation. I cannot possibly conceive of a legitimate reason for taking a smoke bomb to a football match. What we need to do is to see how a new offence would fit in with existing controls; the Firearms Act and the Explosives Act for example already apply to some kinds of smoke generators. We also need to consider Mr Justice Popplewell's recommendation that there be a specific offence of throwing a missile at sports grounds.

BACKGROUND NOTE

Smoke generators are sold for a variety of legitimate purposes: distress signals, theatrical special effects, wind indicators, fumigating greenhouses or detecting leaks in pipes. Some are covered by the Explosives Act 1875 and can only be sold to people over 16 and must not be discharged in a public place. Certain propelled varieties require a firearms certificate. The Football League are considering making the possession of a smoke canister a ground for refusal of entry or ejection under their Ground Regulations which are currently being revised. We need to consider the effectiveness of these different measures before deciding whether the hazard presented by smoke bombs is such that their possession at sports grounds should be made a criminal offence.

28. Will the Government act on the recommendation that there should be a specific offence of throwing a missile at sports grounds?

SPEAKING NOTE

No one doubts the growing menace presented by hooligans hurling missiles; and we take very seriously any suggestion that there may be gaps in the law. To the extent that there are problems of proving intent this should be remedied by the statutory redefinitions of the public order offences proposed in the Government's review of public order law [see background note]. If there are still gaps in the law we will naturally consider further amendments to ensure that missile-throwers do not escape prosecution; for the moment it seems more likely that this is primarily a problem of detection and enforcement rather than of any deficiency in the law.

BACKGROUND NOTE

In the public order review Ministers rejected the police request to make missile-throwing a specific offence, accepting the argument that there was no gap in the existing law (possession of an offensive weapon, assault, threatening behaviour). To the extent that there are problems of proving intent this should be met in the statutory redefinitions of the public order offences: the White Paper proposes adoption of the Law Commission's definition of unlawful violence, which would include "throwing at or towards a person a missile of a kind capable of causing injury which does not hit or falls short". To make missile-throwing at sports grounds a specific offence would add nothing to the criminal law: its main justification would be denunciation of a growing nuisance. It would



present difficulties of drafting, to exclude those who throw missiles with a legitimate purpose (javelins and cricket balls; tossing an orange to a fellow picnicker etc): there would have at the least to be a defence of lawful authority or reasonable excuse.

## PENALTIES

29. As the Report recognises, the existing maximum penalties (attached) for offences connected with football hooliganism are not insubstantial (Report, paragraph 6.56). On the penalties that should be imposed in any particular case, the Report draws attention again (paragraph 6.58) to some trenchant words by Lord Justice Lawton to which the House's attention has been drawn before. No doubt magistrates will take note of what is said in the report on this point.

MAXIMUM PENALTIES AVAILABLE TO THE COURTS FOR OFFENCES ASSOCIATED WITH FOOTBALL HOOLIGANISM

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

Powers to deal with juveniles (ie 10-16 year old offenders) are more limited. No juvenile may be sentenced to imprisonment, but where they might otherwise have been imprisoned boys aged 14 or over may be sentenced to detention for between 21 days and 4 months, and offenders aged 15 or 16 may also be sentenced to youth custody for up to 12 months. Juveniles may be fined up to £400, or £100 in the case of children under the age of 14. Parents may be held responsible for these fines. Offenders aged under 21 convicted of these offences may also be sentenced to a total of up to 36 hours' (24 for juveniles) attendance at an attendance centre, sessions at which are usually on Saturday afternoons.

WALES

30. What steps are the Government taking to assist Welsh football clubs to pay for the safety work they will be required to carry out under the new arrangements?

The position of (the 4 Welsh Football League clubs) (the one Welsh club to be included in the new designation order) is the same as that of the English clubs. My hon friend the Minister for Sport is leading a working party that includes representatives of the Football Trust and the Football Grounds Improvement Trust and is studying the question of financing the required improvements to all Football League grounds.

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31. Is the rt hon gentleman aware that there is no record of accident or hooliganism at Welsh football grounds that justifies the severe measures the Government is rightly proposing for England?

The Government is aware that the level of hooliganism in the Principality has not been as high as in England, but in the light of recent events and the lessons that have been learned from them it would be wrong to exclude Wales from the measures that are now being taken.

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32. The provisional recommendations in the Interim Report include one to designate all sports grounds under the Safety of Sports Grounds Act. Is the Secretary of State aware that this has the most serious implications for (Welsh Rugby clubs) (Welsh sports clubs generally) although crowd behaviour at their grounds has been consistently good and there is no evidence that measures appropriate for professional football grounds are needed on amateur (rugby) (sports) grounds.

It is premature to comment on recommendations that may or may not be included in the Inquiry's final Report, but it will be remembered that the Wheatley report in 1972 envisaged that rugby grounds would be included in the measures then recommended for football grounds. The risk of fire is not limited to any particular sport or type of ground of course.

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NORTHERN IRELAND

33. Although the Safety at Sports Grounds Act 1975 does not apply, active consideration is being given to the consequences for Northern Ireland of the Interim Report's recommendations.

SPORTS ISSUES

34. What financial assistance will be made available to sports clubs for safety work?

The financial implications of safety improvement work are being considered by the Working Group set up by my rt hon Friend the Prime Minister following the tragedy at Bradford and chaired by my hon Friend the Minister for Sport. A preliminary estimate of work required at newly designated 3rd and 4th Division football clubs has been produced by the Football Grounds Improvement Trust. The Working Group will now need to consider the implications arising out of Mr Justice Popplewell's interim report and the Chief Fire Officer's inspections. Until all those components have been taken fully into account it is too early to consider how much and from what source funding might be available.

35. Why doesn't the Government re-invest into the game some of the money it takes out of football in Pools betting duty and VAT?

Pools betting duty is a tax on gambling not football. The Pools Promoters Association pays about £5 million a year for the use of League fixtures. VAT is charged on entry fees to all places of entertainment including theatres and

cinemas. There is no justification for football being treated differently in these respects.

36. Council of Europe Convention?

As I have said, the Convention was formally adopted by the Committee of Ministers of the Council of Europe yesterday and will be opened for signature on 19 August. The Secretariat is confident that an authenticated text can be prepared by that date. As soon as an authenticated text is available, a copy will be placed in the Library of the House. My hon Friend the Minister for Sport listed the features of the Convention in reply to a Question from my hon Friend the <sup>member for Northfield</sup> 1 on Friday 5 July (Vol 82 Col 278-279).

37. Wouldn't a binding agreement with UEFA be more effective?

At their meeting on the 27 June, the Ministers for Sport agreed to propose to UEFA that they should introduce binding requirements for both the use of stadia and the organisation of matches held under their auspices. An officials' working group of the Council of Europe is to discuss with UEFA the preparation of a draft memorandum of understanding to give effect to these requirements.

The group will report to a future meeting of European Sports Ministers.

38. The Minister for Sport gave the football authorities 6 weeks to consider a practical membership cards system. That was 4 months ago. Why the delay?

The Government regrets that speedier progress has not been made on the introduction of a membership card system by the football authorities. But [as I have said] the Football League have recently established a Working Party to consider the options which is to report early in September. The Government welcomes this development and urges the League and the Football Association to make rapid progress.

39. What is the view of HMG on the FA Appeals Committee ruling on Millwall and Luton?

These are matters for the football authorities and they must decide what punishments are appropriate on the basis of the facts and evidence before them. But I have to say that in the light of recent and tragic events in football we very much regret that the football authorities did not feel able to confirm the severe penalties imposed by their disciplinary committee on these clubs for the appalling incidents at their 13 March game.

40. Does the Government support the FIFA/UEFA ban?



Regrettably, the action taken by the international governing bodies was all too understandable. It is up to the football clubs and supporters in this country to demonstrate if and when the bans are no longer justified. [The decision to reduce the scope of the FIFA ban appears sensible as there is no history of the supporters of English clubs causing trouble outside Europe.]

41. What are the football authorities doing?

The football authorities are developing plans for more all-ticket and morning matches. Known hooligans will be banned from grounds. CCTV will be installed quickly at as many grounds as possible. Problem matches are being identified early so that effective measures can be taken.

42. What is being done to stop fans from travelling to matches (domestic)?

We consider that more all ticket matches, with <sup>severe</sup> ~~some~~ restrictions on the sale of tickets to visiting fans, together with more early kick offs will play an important part in limiting the number of away supporters travelling to 'problem' matches. There would also be <sup>a</sup> useful role for membership cards if introduced more widely. We are encouraging the football authorities to pursue urgently these measures.

43. What is being done to stop fans travelling to matches abroad?

The Scottish clubs taking part in the European competitions next season are discouraging their fans from travelling. The Government fully supports that decision. Effective control of ticket sales will also help significantly. [ We are considering what steps are open for controlling travel to the World Cup Final in Mexico next year. ]

For passports see Note 23

CHIEF FIRE OFFICER REPORTS : BACKGROUND NOTE

1. Scope of the survey

The survey has covered:

- all undesignated Association Football League grounds (ie third and fourth divisions)
- all Non-League Association Football Clubs with accommodation for more than 10,000 spectators
- all Rugby League grounds (first and second divisions)
- all major cricket and rugby union grounds
- all major race courses, motor racing circuits, greyhound tracks
- all major tennis clubs with stands for spectators
- all major athletics grounds with stands for spectators

In addition some fire authorities have been able in the time available to inspect stands with accommodation for much smaller numbers of spectators on the basis that, although such grounds could not be designated, a fire hazard could be detected and dealt with by the use of section 10 emergency powers. Fire authorities with a great number of large sports grounds in their area have not yet been able to inspect the smaller grounds but are to be encouraged to do so.

2. The Findings

Fire safety standards at most of the uncertificated Association Football and Rugby League grounds are in general satisfactory or need only minor improvements. Some potentially serious fire risks have, however been discovered. These include:

E.R.

- stands made wholly or largely of timber
- stands with unprotected voids beneath timber floors
- combustible materials (petrol, bottled gas etc) stored beneath stands
- inadequate gangways and final exit doors

### 3. Action in hand

Chief fire officers have sent copies of their findings to the management of the sports grounds they have visited indicating what remedial measures are to be taken. This has involved

- the complete closure of some stands until remedial/rebuilding work is done
- strict limits imposed on the number of spectators to be allowed into some stands
- creating extra gangways or widening others

The managements of sports grounds are considering the findings and how they are to be implemented. Where closure or part closure of stands is required, the reaction of management has been to co-operate and accept the requirements.

### 4. Fire Safety for the new football season

The survey undertaken by chief fire officers has provided the necessary information locally to ensure proper identification of potential fire hazards. Sufficient powers are contained in section 10 of the Safety in Sports Grounds Act to ensure that essential safety requirements are complied with.

### 5. The Reports

These are being fully analysed in the Home Office and a digest is being prepared for submission to the Inquiry. It will be for the Inquiry to decide whether and in what form this analysis will be made available or published. Reports on individual grounds have been compiled on a confidential basis between clubs and local fire authorities: there would be no objection to a club revealing what the report said about its ground if it so wished.

## BRADFORD: POLICE COMMUNICATIONS

## BACKGROUND NOTE

There is no evidence that either the police radio system in operation at Bradford or the personal radios themselves were other than fully serviceable. The equipment used is designed for normal police operations, including the policing of football crowds, but in the special circumstances of the fire at Bradford the system was unable adequately to cope with an exceptionally high quantity of voice message traffic which degraded the quality of transmission. The difficulty was compounded by the exceptionally high level of background noise.

In such an operational environment the only practical means of communication between police officers and with their control points is by voice transmission over radio. Where the quantity of voice traffic exceeds the capacity of the system the only measures available are to reduce the number of transmissions through greater radio discipline, or to increase capacity. The former may be achieved through training, but the latter requires more radio channels and base station equipment. These factors are already taken into account by police forces in planning the best use of their communications resources.

There remains the problem of communicating with standard personal radios in a very noisy environment. This is a technical problem but its solution must take account of operational objections to the use of headsets in a disorderly crowd. The Home Office Directorate of Telecommunications is considering the problem as a matter of urgency.

INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS  
INTERIM REPORT JULY 1985 ( CMND 9585 )

GOVERNMENT RESPONSE TO RECOMMENDATIONS

GROUND MANAGEMENT

RECOMMENDATIONS

1. Evacuation procedures should be a matter of police training and form part of the briefing by police officers before a football match. (Paragraph 3.9).
  
2. The local authority team responsible for issuing safety certificates in respect of designated grounds should, as heretofore, include police officers. (Paragraph 3.15)

Certificating authorities and chief officers of police will be invited to act upon these recommendations (see also Recommendation 10).

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RECOMMENDATIONS

6. Those managing sports grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. (Paragraph 3.54)
  
7. Stewards at all sports grounds should be trained in fire fighting. (Paragraph 3.55)
  
8. In designated grounds it should be a term of the safety certificate that an adequate first-aid room should be provided. (Paragraph 3.99)

10. Stewards in all grounds should not only be trained in fire precautions and fire-fighting (see Recommendation 7 above) but should also be trained in how best to help the police in evacuation.

(Paragraph 3.104)

14. Suitable and adequate exits should be provided in all sports grounds. (Paragraph 3.138)

15. No smoking should take place in combustible stands, that this should be a condition of entry to the ground that signs to that effect should be prominently displayed and this should be a condition of entry to the ground. (Paragraph 3.141)

The relevant sports authorities will be invited to draw the attention of sports grounds managers to these recommendations, and certificating authorities will be asked to consider reflecting the recommendations in new or amended safety certificates as appropriate in the case of designated grounds. The fire and police services will be asked to stand ready to advise on equipment and assist with training as appropriate.

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#### RECOMMENDATION

9. There should be urgent consultation between the Health and Safety Executive and the fire authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.

(Paragraph 3.95)

The HSE has appointed a member of its Executive to review liaison arrangements between its inspectors and the fire authorities. He will consult Government Departments and others in this review, the results of which will be made public.

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#### RECOMMENDATION

16. Fire Authorities should identify and visit all sports stadia in their areas and should prohibit or restrict the use of any stands which, in their view, constitute a risk to spectators because of the inadequacy of the fire precautions. (Paragraph 3.142)

Chief Fire Officers in England and Wales were invited by the Home Secretary on 16 May to inspect all sports grounds and were reminded of the powers available to them to take emergency action if, in their view, fire hazards constituting a risk to spectators are revealed. The Secretary of State for Scotland similarly asked Firemasters to inspect sports grounds in Scotland. Reports received show that fire brigades have not hesitated to recommend emergency action where necessary, including in a number of cases a prohibition on the use of stands or a restriction on the number of spectators allowed into them.

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#### RECOMMENDATION

17. In order to ensure a complete record of sports grounds a local registration system should be set up. (Paragraph 3.150)

Consultation will take place with the local authority associations to establish how such records may best be compiled and maintained. The recent visits of the fire brigades (see Recommendation 16) should have in practice marshalled much of the relevant data already.

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#### STRUCTURES

#### RECOMMENDATION

13. Building of new permanent stands of combustible materials should be prohibited as a general rule. (Paragraph 3.132)

This recommendation will be given speedy and urgent consideration by the Departments who are responsible for building regulations.

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GREEN GUIDE

RECOMMENDATIONS

4. The Green Guide should be amended to include in Paragraph 11 a provision that, wherever practicable, roads within a quarter of a mile of a sports ground should be kept entirely-free of parked vehicles. (Paragraph 3.35)

11. Paragraph 6.14.6 of the Green Guide should be amended to read: "All exit gates should be manned at all times while the ground is used by the public and be capable of being opened immediately from inside by anyone in an emergency." (Paragraph 3.111)

12. The Green Guide should be amended to contain a specific provision, in relation to stewards,

(i) that they should be trained and instructed to deal with any emergency relating to fire or evacuation (see also Recommendations 7 and 10);

(ii) that they should be given written instructions about the action to be taken in cases of emergency;

(iii) that they should receive practical instruction and training appropriate to their responsibility;

(iv) that no one should be employed as a steward unless they have been so instructed and trained; and

(v) that they should be adequate in number, physically and mentally capable of performing their duties, effectively deployed, effectively supervised and readily identifiable.

(Paragraph 3.117)

19. The next edition of the Green Guide should make it clear that it applies to all sports grounds. (Paragraph 3.154)

These points will be noted for inclusion in the next edition of the Green Guide which will be needed after the Inquiry's final report is received. Action will not however depend upon the availability of a fresh edition and certificating authorities and chief officers of police (Recommendation 4) will be invited to take such steps as are open to them now.

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CROWD MANAGEMENT

RECOMMENDATIONS

5. Consideration should be given to making it a criminal offence in England and Wales to have a smoke bomb or similar device at sports grounds. (Paragraph 3.42)

22. There should be a specific offence of throwing a missile at sports grounds. (Paragraph 6.57)

The case for inviting Parliament to create new criminal offences on these lines will be studied urgently in connection with the Government's intention of introducing legislation in the next session of Parliament following its review of the law relating to public order.

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RECOMMENDATIONS

20. Urgent consideration should be given by football clubs in England and Wales to introducing membership system so as to exclude visiting fans. (Paragraph 6.48)

23. Football clubs should review their arrangements for entry and the organisation of their turnstiles. (Paragraph 6.62)

Both these recommendations are for football authorities and clubs, but the Government hopes that they will be given serious consideration. The Government has been encouraging the Football Association and the Football League to introduce a scheme of membership cards and the options are currently

being considered in a Football League working group: that group's attention will therefore be drawn to the Inquiry's Recommendation 20. The governing bodies' attention will also be drawn to Recommendation 23 which might be influenced by decisions upon Recommendation 20.

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#### RECOMMENDATION

21. Closed circuit television should be introduced at League football grounds in England and Wales and in the Premier Division in Scotland.  
(Paragraph 6.54)

The Football Trust has allocated £500,000 for the provision of CCTV equipment in League grounds during the 1985-86 season. The Trust's attention, and that of the Football Associations and the Football Leagues, will be drawn to this recommendation.

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#### MISCELLANEOUS

#### RECOMMENDATIONS

3. Early attention should be given by the Home Office Directorate of Telecommunications to consider the practicality of producing a more suitable personal radio for the police. (Paragraph 3.33)

18. Consideration should be given as how best to deal with temporary stands and marquees (Paragraph 3.151)

24. Consideration should be given to the design of a standard, efficient perimeter fence, with proper exits. (Paragraph 6.63)

Each of these will be studied as the Inquiry advises. Recommendations 18 and 24 may best be taken forward in the context of the Inquiry's next stage and when it turns to examine the Green Guide as a whole.

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PROVISIONAL RECOMMENDATIONS

(To be reviewed in the Final Report)

1. I am minded to recommend that in England and Wales the police should be given the unfettered right of search before entry to football grounds by statute. (Paragraph 3.41)
2. I am minded to recommend that Section 10 of the Fire Precautions Act 1971 should be amended with a view to giving the Fire Authority power in cases other than those which are regarded as wholly exceptional (Paragraph 3.61)
3. Linked with the above, I am minded to recommend that consideration should be given to introducing legislation giving powers for the Fire Authority to apply to the High Court for an injunction (or to the Court of Session for an interdict in Scotland) under Section 10 of the Fire Precautions Act 1971. (Paragraph 3.61)
4. I am minded to recommend that Section 10 of the Safety at Sports Grounds Act 1975 should be amended in like manner to Section 10 of the Fire Precautions Act 1971 (see Provisional Recommendations 2 and 3) and an application to the High Court for an injunction (or to the Court of Session for an interdict in Scotland) should be an alternative remedy. (Paragraph 3.76)
5. I am minded to recommend that the Secretary of State should exercise his powers to designate all sports grounds, whatever their size to include indoor as well as outdoor activities. (Paragraph 3.145)
6. I am minded to recommend immediate designation of any ground capable of holding over 5,000 spectators, to cover all sports grounds, not merely football grounds. (Paragraph 3.146)
7. I am minded to recommend that consideration should be given to providing the police with additional powers of arrest under the Public Order Act, 1936. (Paragraph 6.66)
8. I am minded to recommend that consideration should be given to creating a specific offence of chanting obscene or racist abuse at a sports ground. (Paragraph 6.67)

These are noted and the Government will stand by to assist the Inquiry in its further consideration of the matters.

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HOME SECRETARY'S STATEMENT ON SAFETY AND CONTROL AT SPORTS GROUNDS

With permission, Mr Speaker, I should like to make a statement. The Government has today published the interim report of the Inquiry into safety and control at sports grounds under the chairmanship of Mr Justice Popplewell, established following the tragic fire at Bradford City football ground and the events at Birmingham City on 11 May. My rt hon friend the Secretary of State for Scotland and I are both deeply grateful for the speedy, clear and thorough way in which the Chairman and his two assessors have tackled this difficult and important task.

The Inquiry concludes that the Bradford fire was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; that had the Guide to Safety at Sports Grounds (the 'Green Guide') been complied with, the tragedy would not have occurred; and that the riot at Birmingham - which the police could not reasonably have foreseen - was caused by spectators bent from the outset on violence. No one reading the report, or who followed the public hearings in Bradford, can doubt that the Inquiry has investigated these matters as thoroughly as possible.

The Inquiry make 32 recommendations, 8 of which are provisional. They fall into 2 groups: those concerned with safety and those

/concerned with control

concerned with control. I am making available separately a written statement dealing with each of the recommendations.

The safety recommendations include a number designed to improve arrangements at sports grounds by, for example, improving evacuation procedures, the training of stewards, the provision of fire fighting equipment and increasing the scope of safety certificates. In all these cases the Government will be inviting the local authorities, the police and the sports authorities to respond immediately to the spirit of the recommendations. The Government will issue a fresh edition of the 'Guide to Safety at Sports Grounds', the 'Green Guide', in the light of the Inquiry's final report. But it will also ask certificating authorities and the police in exercising their powers to take full account of the recommendations for amending the Green Guide, before the issue of the new edition of the Green Guide.

So far as crowd control is concerned, the Inquiry has made a number of important recommendations concerning membership cards and closed circuit television, the creation of new criminal offences relating to smoke bombs and the throwing of missiles and the need for a more suitable police radio.

On membership cards, the Inquiry recommends that urgent consideration be given by football clubs in England and Wales to introducing a membership system so as to exclude visiting fans. Also recommended is that closed circuit television be introduced at League football

/grounds.

grounds. The Government strongly supports the television recommendation and has also already made clear its support for a scheme of membership cards to help exclude troublemakers. A Football League working party is looking at the options and I would urge both the League and the Football Association to take heed of the recommendations of the Inquiry by seeking jointly to reach positive conclusions at the earliest practicable date.

It is also proposed that new offences should be created making criminal the possession of smoke bombs in football grounds and the throwing of missiles. This proposal will be carefully considered for possible inclusion in the public order legislation which the Government hopes to bring forward next session. The Directorate of Telecommunications at the Home Office will also consider, as a matter of urgency, how best to meet the concern expressed about the personal police radios used at Bradford.

In its provisional conclusions the Inquiry indicates that it is minded to recommend changes to the provisions of the Fire Precautions and Safety at Sports Grounds Acts; that the police be given additional powers of search and arrest; and that consideration be given to the creation of a specific offence of chanting obscene or racist abuse at a sports ground. We shall of course consider with care any recommendations which the Inquiry makes on these and other points in the final report.

/I hope it will

I hope it will also be convenient for me to bring the House up to date on matters relating to safety and control since my statement on 13 May.

First, under the Safety at Sports Grounds Act I have designated all the qualifying grounds of clubs in Divisions 3 and 4 in the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Order was laid on 19 July and comes into force on 9 August. From the latter date clubs will be required to apply for safety certificates before admitting any spectators. I have made it clear to the certifying authorities that the expectation is that they will work swiftly, normally by means of issuing interim certificates. In some cases the best way of providing immediate protection - while also reducing the costs of implementation - may well be to restrict attendance ceilings in grounds or parts of grounds.

My rt hon friend the Secretary of State for Scotland has decided for his part not to proceed at present by extending designation in Scotland beyond its existing limits. However, he has arranged for all non-designated clubs and all governing bodies in sport in Scotland to conduct an urgent review of ground safety in co-operation with their local fire authorities.

Secondly, all uncertificated grounds of the third and fourth divisions of the Football League, of the first and second divisions of the Scottish Football League, and of the first and second divisions of the Rugby League have been inspected

/as a result of



as a result of the request that I and my rt hon friend made to Chief Fire Officers and Firemasters. In addition accommodation for spectators at the larger cricket grounds, rugby union grounds, race courses, motor racing tracks, greyhound tracks, tennis clubs and athletics grounds has been inspected.

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Fifthly, my hon friend the Minister for Sport has helped to promote and draw up a Council of Europe Convention on Spectator Violence which was adopted by the Council of Europe Committee of Ministers yesterday .

There is no single, simple method of making sports grounds safe and free from violence, but I believe that the steps taken in the last few months, coupled with the implementation of the important recommendations of Mr Justice Popplewell's inquiry, have already made and will make a significant contribution towards preserving football as a major spectator sport.

CC/HB



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref: M/PSO/15202/85

Your ref:

Hugh Taylor Esq  
PS/Home Secretary  
50 Queen Annes Gate  
London  
SW1

23 July 1985

NB3M

Dear Mr Taylor

BELGIAN BAN ON BRITISH SOCCER CLUBS

Flap PL-3

Mr Macfarlane was grateful for your letter of 24 June, dealing with the Home Secretary's discussions with Mr Scarfaro and Mr Nothomb, of Italy and Belgium, during the margins of the meeting of the Ministers of the Interior in Rome on 20/21 June.

Some concerns about the suggested approach to the Belgian Government to relax their ban on British teams were expressed subsequently by both No 10 and also the Foreign and Commonwealth office. However, we would now suggest that any UK action should await the outcome of the current political uncertainty in Belgium. In Mr Macfarlane's view we must now await FCO advice on the timing and nature of any next steps to be taken on this issue.

For the future, if any approach is to be considered, it should in the Minister's view be based upon simple arrangements. Any form of vetting would be cumbersome and should be avoided. It may be that the Belgians would eventually accept visits by teams without supporters (save, perhaps, relatives and managers/coaches); that would remove the problem which concerns them but would permit the great majority of tours by amateur sports teams which are so unfairly affected by the present ban.

I am copying this letter to Mark Addison (No 10) and Alistair Harrison (FCO).

Yours sincerely  
Paul Heron

PAUL HERON  
Private Secretary

Football Hooley.  
Home Affairs Pt 4



For Addison

File

You should see this

J 24/7

MS

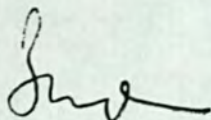
PRIME MINISTER

FOOTBALL FINANCES

As you know, I was the source of the weekend newspaper stories which warned the FA/FL from pleading poverty when they come to see you next week after the contract Sunderland have given to Lawrie McMenemy, ex-Southampton manager. He is reputed to be getting £150,000 a year - or £3000 a week as newspapers put it.

I am told by friends in the North East that, having given him this contract Sunderland, in one of the highest unemployment areas of the country, have raised season ticket prices by up to 20%. The dearest seat on the ground now costs £120. The supporters' club is up in arms complaining that fans are being asked to pay first division prices for second division football. (Sunderland were relegated last season.)

Sunderland AFC's action shows, however, that clubs have no compunction about raising money when they have to. But they don't raise it to spend on fans.



BERNARD INGHAM

23 July 1985

From: THE PRIVATE SECRETARY

cc Pops  
Vf.



Prime Minister. ②

For information. You will note the statement is now down for Wednesday, not Thursday. You have a meeting on Wednesday, which will preclude your sitting in.

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

22 July 1985

Dear Mr Graham

POPPELWELL INQUIRY: INTERIM REPORT

MEA 22/7

I must sign  
Good statement out

In his letter of 16 July the Home Secretary explained his plans for responding to the interim report. It is now expected to be published on Wednesday 24 July.

... I attach drafts of the oral and written statements the Home Secretary proposes to make which have been agreed in broad outline between officials. I would be grateful if you could confirm at your earliest opportunity whether your Secretary of State is content.

I am copying this letter and its enclosures to the Private Secretaries to the Lord President, the Lord Privy Seal, the Secretaries of State for the Environment, Wales and Northern Ireland, the Minister for Sport, No 10 and Sir Robert Armstrong.

Yours sincerely  
Walter Fittall

W R FITTALL

J S Graham, Esq

## HOME SECRETARY'S STATEMENT ON SAFETY AND CONTROL AT SPORTS GROUNDS

With permission, Mr Speaker, I should like to make a statement. The Government has today published the interim report of the Inquiry into safety and control at sports grounds under the chairmanship of Mr Justice Popplewell, established following the tragic fire at Bradford City football ground and the events at Birmingham City on 11 May. My right hon friend the Secretary of State for Scotland and I are both deeply grateful for the speedy, clear and thorough way in which the Chairman and his two assessors have tackled this difficult and important task.

The Inquiry concludes that the Bradford fire was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; that had the Guide to Safety at Sports Grounds (the 'Green Guide') been complied with, the tragedy would not have occurred; and that the riot at Birmingham - which the police could not reasonably have foreseen - was caused by spectators bent from the outset on violence. No one reading the report, or who followed the public hearings in Bradford, can doubt that the Inquiry has investigated these matters as thoroughly as possible.

The Inquiry make 32 recommendations, 8 of which are provisional. They fall into 2 groups: those concerned with safety and those

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concerned with control. I am making available separately a written statement dealing with each of the recommendations.

The safety recommendations include a number designed to improve arrangements at sports grounds by, for example, improving evacuation procedures, the training of stewards, the provision of fire fighting equipment and increasing the scope of safety certificates. In all these cases the Government will be inviting the local authorities, the police and the sports authorities to respond immediately to the spirit of the recommendations. The Government will issue a fresh edition of the 'Guide to Safety at Sports Grounds', the 'Green Guide', in the light of the Inquiry's final report. But it will also ask certificating authorities and the police in exercising their powers to take full account of the recommendations for amending the Green Guide, before the issue of the new edition of the Green Guide.

So far as crowd control is concerned, the Inquiry has made a number of important recommendations concerning membership cards and closed circuit television, the creation of new criminal offences relating to smoke bombs and the throwing of missiles and the need for a more suitable police radio.

On membership cards, the Inquiry recommends that urgent consideration be given by football clubs in England and Wales to introducing a membership system so as to exclude visiting fans. Also recommended is that closed circuit television be introduced at League football

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It is also proposed that new offences should be created making criminal the possession of smoke bombs in football grounds and the throwing of missiles. This proposal will be carefully considered for possible inclusion in the public order legislation which the Government hopes to bring forward next session. The Directorate of Telecommunications at the Home Office will also consider, as a matter of urgency, whether it is possible to meet the concern expressed about the personal radios used at Bradford.

In its provisional conclusions the Inquiry indicates that it is minded to recommend changes to the provisions of the Fire Precautions and Safety at Sports Grounds Acts; that the police be given additional powers of search and arrest; and that consideration be given to the creation of a specific offence of chanting obscene or racist abuse at a sports ground. We shall of course consider with care any recommendations which the Inquiry makes on these and other points in the final report.

/I hope it will

I hope it will also be convenient for me to bring the House up to date on matters relating to safety and control since my statement on 13 May.

First, under the Safety at Sports Grounds Act I have designated all the qualifying grounds of clubs in Divisions 3 and 4 in the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Order was laid on 19 July and comes into force on 9 August. From the latter date clubs will be required to apply for safety certificates before admitting any spectators. I have made it clear to the certifying authorities that the expectation is that they will work swiftly, normally by means of issuing interim certificates. In some cases the best way of providing immediate protection - while also reducing the costs of implementation - may well be to restrict attendance ceilings in grounds or parts of grounds.

My rt hon friend the Secretary of State for Scotland has decided for his part not to proceed by extending designation in Scotland beyond its present limits. However, he has arranged for all non-designated clubs and all governing bodies in sport in Scotland to conduct an urgent review of ground safety in co-operation with their local fire authorities.

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cc 10/11  
~~1/2~~



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

22 July 1985

*Dear Mr Graham*

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PRIME MINISTER

POPPLEWELL

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Generally the report is a very helpful one. On Bradford, the clear conclusion is that, if the Green Code had applied, and been complied with, the fire would not have started, nor could it have had such dreadful consequences.

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---

Man Addehar

MARK ADDISON

19 July 1985

CHB



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

My ref: J/PSO/15653/85

Your ref:

19 July 1985

Prime Minister  
10 Downing Street  
LONDON  
SW1

*ms*

Prime Minister

*For information. We shall need to pick up the CCTV membership card points at the forthcoming meeting with the football authorities.*

*MEH 19/7*

*Dear Prime Minister:*

FOOTBALL VIOLENCE

*NB  
sub-  
judicial  
point*

I have seen your minute M2/85 to the Home Secretary, following our viewing of the police video of Huddersfield v Leeds last October. I entirely share your reaction to the video and agree that it should be given a wide circulation. In arranging this, could I suggest that Giles Shaw might consider interesting the BBC or ITV in showing parts at least of the video? This could be helpful, especially in the run up to the new season in August. I understand that local TV has already featured it.

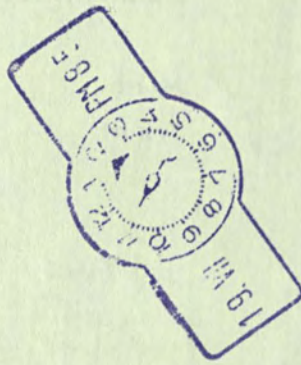
I should comment on some points in your letter which concern me. Firstly, both Giles Shaw and I are concerned about the programme for installing CCTV, especially in the problem grounds. We are discussing this urgently within my Working Group and also with the Football Trust. Delivery timescales may hold us up, but - and this brings me to the second point - the Football Association are providing this week the list of fixtures at risk during the opening weeks of the new season and we shall work with them and the Home Office to try to ensure that those games are covered by fixed or mobile CCTV equipment.

Regarding membership cards, I discussed with Bernard Ingham last Monday the latest position. There is now a Football League Working Party and we will assist and press them to produce speedy conclusions by early September. In my view a membership cards scheme is invaluable particularly with away matches. Without it, we will have to look again at ways of preventing supporters travelling to away matches - especially overseas.

I am sending a copy of this letter to Leon Brittan, Patrick Jenkin and Giles Shaw.

*Neil Macfarlane*  
NEIL MACFARLANE

Football Hoolery: Home Affairs PC 4



COMMUNICATIONS

PRIME MINISTER

19 July 1985

TERRY NEILL

Prime Minister. ②

For information. Terry Neill

wants control over hooligans at away matches,

but not membership cards.

This doesn't add up. MEA 19/7

I saw Terry Neill this morning for an hour at Downing Street. He is highly critical of the idea that every football supporter must carry a plastic identity card and sees his sport as suffering from years of selfishness, neglect and notoriously bad administration. He considered the FA's backtracking on its decision that Luton must have more fences, and that Millwall and Luton should be fined, as "crazy".

#### Neill's Constructive Suggestions

1. More clubs should involve the local community, as Arsenal and Watford have done, by offering ground facilities to local schools and by expanding supporters' clubs.
2. Tackle the problem of the unviable clubs in the League. The German banks tightened their financial control on football clubs with salutary effects. Amalgamations of clubs would be welcome.
3. Vigorously control hooligans at away matches. The German police forces liaise with each other and send photographs of known hooligans.
4. Inspectors who give certificates of safety should be tougher.



Conclusion

We have an opportunity on 30 July to toughen the FA and League - which Terry Neill sees as weak.

---



HARTLEY BOOTH



CC 413



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

Prime Minister  
10 Downing Street  
LONDON  
SW1

My ref:

Your ref:

19 July 1985

*Dear Prime Minister*

**LUTON V MILLWALL: RULING OF THE FA APPEALS COMMITTEE**

I have no doubt you will have shared my utter frustration over the decision taken yesterday by the FA Appeals Committee chaired by Bert Millichip to quash the guilty judgement on Millwall and to reduce the penalties imposed on Luton following the serious crowd disorder at their match on 13 March. This development clearly has a bearing on our next meeting with the Football Authorities. We are preparing a paper following the meetings of my Working Group which will inter alia assess the implications of the Appeals Committee's decision for our future policy and posture. In the meantime you may be interested in the following background although I should tell you that I have made my feelings very plain in a telephone conversation with Bert Millichip this morning.

Millwall's record is of course well known. The Club's ground has been closed by the FA as a disciplinary measure in 1934, 1947, 1950 and 1978. Millwall have appeared before the FA Commission of Inquiry five times since 1977/78.

Luton's record is also poor. They have appeared before the Commission of Inquiry four times since 1975/76. On each of these occasions they had to answer for incidents at their own ground. This certainly seems to point to a weakness in organisation or ground structure - and we cannot expect this ruling to encourage them to make the necessary changes.

We are asking the FA for an explanation of this decision. They surround such decisions with an aura of confidentiality but I think you will agree with me that in this case we must insist upon some disclosure of their reasons and the implication for policy.

I am copying this to Patrick Jenkin and Giles Shaw.

*Yours sincerely*

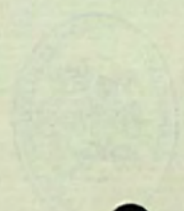
*Paul Heron*

PP NEIL MACFARLANE

*Approved by the Minister and signed in his absence*



COMMERCIAL



JK

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MARK ADDISON

19 July 1985

PRIME MINISTER

*fer*

LUTON V MILLWALL

The letter from the Minister for Sport explains some of the background. The FA decision certainly looks inconceivable, in the light of the events at Luton alone, let alone Millwall's record and the subsequent horrors at Bradford and Brussels.

The FA have of course insisted that their rules are strong enough. This argument now looks a joke. You will want to address some <sup>strong</sup> words to the FA on this at your forthcoming meeting.

(MARK ADDISON)

19 July 1985

FROM:

THE RT. HON. LORD HAILSHAM OF ST. MARYLEBONE, C.H., F.R.S., D.C.L.



HOUSE OF LORDS,  
LONDON SW1A 0PW

18th July, 1985

The Right Honourable  
Peter Rees, QC MP  
Chief Secretary to the Treasury,  
Treasury Chambers,  
Parliament Street,  
London,  
SW1P 3AG.

*MBPM*

*My dear Peter:*

Football Violence: Legislation on Alcohol

Thank you for your letter of 20th June. *43*

Though I would regard the presumption of innocence as immutable certainly the Widgery criteria are not. It is, however, remarkably difficult to find an alternative that commands general acceptance and provides suitable guidance on the words in the 1974 Act. These, as you will recall, are that the power to grant a legal aid order is exercisable 'where that is desirable in the interests of justice'.

I recently asked the Legal Aid Advisory Committee to look again at the criteria. Their view was that criteria directed to the circumstances of the accused person and to the likely punishment (rather than to inevitably broad categories of offence) provide the most efficient way of distributing scarce resources. Their report has visibly disappointed many who would have desired to be more generous.

My own view is that it would be politically extremely difficult - and probably unfair - to resile from the basic principles of the criteria - that a person in real jeopardy of imprisonment (or a penalty seen as of equivalent gravity), or whose case presents legal or procedural difficulties which make it unreasonable to expect him to conduct his own defence, should receive legal aid. This is, of course, subject to means assessment. That said, I do sense that the criteria may not always be realistically and consistently applied. I am preparing fresh guidance for the courts on this and considering training for their staff. These are important steps and I am pressing ahead with them.

Beyond that, I entirely share your view that it is important that we should all be as clear as possible about the resource implications for the whole justice and penal system when we are considering proposals for new offences. I would not necessarily accept that this should necessarily drive us to set lower penalties than those we would otherwise consider necessary. But



this particular balance is more for the Home Secretary than for me. The cost of a prison place is, in any event, considerably greater than the average legally aided defence.

You do not need to press me on the principle that those who can afford to contribute towards their defence should be made to do so. I strongly share that view and myself introduced new arrangements to that end in the 1982 Act. It is too early yet to assess in detail how the new system of assessment and collecting contributions is working but the indications are that far more contribution orders and far higher amounts are now being made. My Department will be undertaking a survey later in the year to assess this more effectively.

I also share your view about orders as to costs which reflect the true expense of the proceedings. I can - and do - give broad guidance and assistance on this point. An order in an individual case must of course be a matter for the judges but the recent legislation in the Prosecution of Offences Act provides an opportunity for me to emphasise once more the need for careful consideration in this area. I would only counsel against undue optimism. In general it is not prudent (for example in relation to fines or compensation orders) to seek more than the defendant can in practice afford to pay within a reasonable period. Protracted pursuit of costs can itself be very costly.

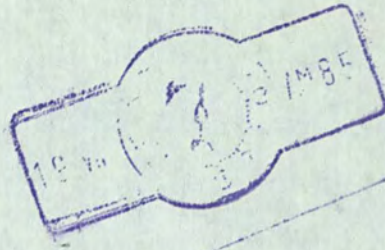
Copies of this go to the recipients of yours.

yrs :

O.H.

From: THE RT. HON. LORD HAILSHAM  
OF ST. MARYLEBONE, CH, FRS, DCL.

Home Affairs: Football #4.



CHB



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU  
TELEPHONE: 01-233 3000

Mark Addison Esq  
Private Secretary  
10 Downing Street  
London  
SW1A

18 July 1985

MEP

Dear Private Secretary,

I refer to your letter of 12 July in which you indicate that the Prime Minister wishes to hold a further meeting with the Football Authorities after the interim report of the Popplwell Inquiry has been published, and before the beginning of the next football season, to take stock of the progress which has been made towards introducing measures to combat football hooliganism and to make grounds safe. The most important recent Government initiative on this front in Scotland was the meeting which Mr Stewart held with the Scottish Football Authorities and the Police on 1 July. At the meeting crowd control measures at football matches were reviewed and the whole question of crowd violence was discussed. The meeting resulted in a 10 point plan, details of which I enclosed for your information.

I am sending a copy of this letter to Phil Dykins (Mr Macfarlane's office, DOE), Hugh Taylor (Home Office), Sue Vandervord (Department of the Environment), Richard Allan (Department of Transport), Colin Williams (Welsh Office) and Alistair Harrison (Mr Renton's office, FCO).

Yours sincerely,

PETER RITCHIE  
Private Secretary



Scottish Information Office  
Dover House, Whitehall  
London SW1A 2AU  
Telephone 01-233 8520

# SCOTTISH OFFICE PRESS NOTICE

882/85

## DRIVE TO IMPROVE FOOTBALL BEHAVIOUR

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Mr Allan Stewart MP, Minister at the Scottish Office with responsibility for sport, today met representatives of the Scottish Football Association, Scottish Football League, Association of Chief Police Officers (Scotland) and British Transport Police today.

Afterwards Mr Stewart said:

"We met to discuss action we might take to ensure good standards of behaviour among Scottish fans next season.

"We have agreed a 10-point plan to improve behaviour:

The plan is:

1. A drive to improve sporting standards on the field.
2. No tickets to be taken for away ties by Scottish clubs which have qualified for European competition next season.
3. Extension of alcohol ban to include trains and public transport carrying football supporters to matches outside Scotland - including overseas games (announced in legislation proposals last week). Offenders on trains will face the stiffer penalties that apply to coaches. [£400 for possession of drink and £100 for drunkenness.]
4. Revised publicity for drinks ban at sporting fixtures in Scotland, at designated sports grounds. (All Scottish League clubs, Highland League clubs, Hampden and Murrayfield.).

5. Increased and improved liaison between civil and British Transport Police - including possible radio links - on match days, to identify troublemakers in transit.
6. Continued liaison between clubs and police to identify troublemakers. Discussions between police and clubs to consider extension of walkie/talkie for terracing stewards to assist identification of troublemakers or potential incidents.
7. Increased use of CCTV based on results of experiments at Tynecastle and Easter Road. Use of CCTV film in criminal prosecutions to be encouraged, where appropriate and acceptable.
8. Offences involving violence should continue to be dealt with in the Sheriff Courts. The sentences in the recent Cambridge case, which ranged from 5 months to 5 years' imprisonment were widely welcomed. Clubs will be urged to encourage Sheriffs to attend matches.
9. Family seating areas at Scottish grounds to be encouraged.
10. The proposed Public Order legislation will re-inforce existing arrangements setting limitations on attendances.

July 1, 1985

Home affairs  
F/ Ball.

44



PRIME MINISTER

FOOTBALL

The Home Office have passed us an advance copy of Mr. Justice Popplewell's interim report, which is to be published next week. The Home Office will be letting us have recommendations on handling shortly.

You do not need to read the report at this stage. But I thought you might be interested to note that paragraphs 6.22 to 6.50 deal with the question of membership cards. Popplewell comes down firmly in favour of such a scheme, which he believes will help exclude the hooligan element from matches. He also comes down firmly in favour of steps to prevent away supporters going to matches, though the report envisages that away supporters might attend matches so long as proper controls, linked to a membership card system, were in force.

MBA.

Handy on me

→ Rose P

→ D 1173

16 July 1985



G

cc: BJS While claiming to offer a  
BJ summary of the report, I am  
checked this letter does not  
do so. MWA 18/7

QUEEN ANNE'S GATE LONDON SW1H 9AT

16<sup>th</sup> July 1985

*D. Williams*

INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS

I enclose a copy of Mr Justice Popplewell's interim report. The purpose of this letter is to summarise the report's content, and seek the agreement of colleagues to the timing and manner of its publication.

As to the events at Bradford and Birmingham, the Inquiry concludes that the fire at the former was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; and that the riot - which the police could not reasonably have foreseen - at the latter was caused by spectators bent from the outset on violence.

The recommendations are summarised at Chapter 7. They fall into two groups, viz those that are made with a view to the forthcoming season and those provisional recommendations intended to indicate the way the Inquiry's mind is moving on some key issues on which firm conclusions will be reached in the final report.

Officials are now giving urgent study to the detailed recommendations. At first sight none seems to give rise to immediate difficulties of principle although giving effect to some will require surmounting significant practical problems. On publication my intention is to respond in a positive way so far as possible to all the non-provisional recommendations so that the local authorities, the police, the fire service and the clubs should be left in no doubt about what is expected. I do not foresee fresh expenditure implications for the Government at this stage. So far as the clubs are concerned, my colleagues closest to these problems will know that I have sought to implement further designations under the 1975 Act in a way designed to minimise immediate costs.

In my view I will be expected to make an oral statement on publication of the interim report. We are aiming to publish on Tuesday 23 July and I hope that the Lord Privy Seal will agree to my making the statement that day or later that week if for any reason the date of publication slips. In the usual way I will send an advance copy of the text to those of my colleagues chiefly concerned. The main elements of the statement as I see them at present are (a) a positive response to the report's firm recommendations, (b) an outline of the steps that have been variously taken by the Government since my last statement on 13 May, (c) an account of the findings of the urgent inspections of sports grounds which I requested chief fire officers to undertake and report upon by 12 July, and (d) a reference to the consultative document on the Fire Precautions Act 1971, which I propose to publish on the same day as the interim report. You will recall that colleagues recently agreed to the latter's publication: this timing will allow me to explain its separate purpose but reassure people that it will be open to the Inquiry in its next phase to consider and, if necessary, comment upon the consultative document's proposals. Officials would then immediately follow up my statement by circulating the report's conclusions and recommendations to local authorities, the police and fire services and the relevant sporting authorities drawing attention as appropriate to the steps that are required of them.

The Rt Hon Viscount Whitelaw, CH, MC



Because of the urgency on this occasion I hope colleagues will be able to let me know by close on Thursday only if they are not content with my general approach. As to Scotland, although I could refer in general terms to the position there in my statement, I imagine George Younger would much prefer to set out his position separately, perhaps by an arranged Question. Similarly, although the 1975 Act does not apply to Northern Ireland, I imagine Douglas Hurd will wish to prepare his position separately too.

I am copying this letter and the report to the other members of H Committee, Neil MacFarlane and Sir Robert Armstrong.

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**Committee of Inquiry  
into Crowd Safety and  
Control at Sports Grounds**

**Chairman**

**Mr. Justice Popplewell**

**INTERIM REPORT**

**July, 1985**

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Rt Hon Leon Brittan QC MP  
Secretary of State for the Home Department

Rt Hon George Younger MP  
Secretary of State for Scotland

INTERIM REPORT OF THE INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS

INTRODUCTION

Sirs

1. On 13 May 1985 I was appointed by you to undertake 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".

2. This followed a fire at the Bradford City football ground on 11 May in which 55 people died and many were injured, and the serious crowd disorder at the Birmingham City football ground on the same day, in which a boy of 15 died and many were injured.

3. Appointed to assist me as assessors were Mr Alan Goodson OBE, QPM, Chief Constable of Leicestershire and Mr Martin Killoran QFSM, formerly Chief Fire Officer of Greater Manchester. I am much indebted to them for their advice, expertise and common sense.

4. I have been greatly assisted in this Inquiry by the hard work and advice of my Secretary Mr Neil Morgan and his assistants Mr Mark de Pulford and Miss Jill Hales. Their invaluable contribution has enabled me to produce this Interim Report so expeditiously.

5. On 29 May, after we had begun our work, there took place the tragic events at the European Cup Final match at Brussels in which 38 people died and many were injured. It was agreed that I should take account of any lessons arising from these events, although the investigation is, of course, a matter for the Belgian authorities.

6. I decided to hold a public inquiry into the fire at Bradford. For that purpose I visited the ground on 14 May. I held a preliminary hearing on 23 May. The full hearing began on 5 June. It concluded on Thursday 13 June after hearing 77 witnesses. I give a fuller version of these events and my conclusions and recommendations in Chapters 1, 2 and 3 of this report.

7. As for the events at Birmingham I decided not to hold a public inquiry but to consult with the Police, the two football clubs involved and the local authority in order to find out what happened and to make recommendations for prevention of any repetition in the future. I visited Birmingham City football ground on 15 May and 1 July. I consulted with the various authorities on July 1, 2 and 3 and also talked to the parents. I received a large quantity of documents relating to the incident and have seen the video film. My conclusions appear in Chapters 4, 5 and 6 of this report.

8. In relation to the other aspects of the Inquiry I invited evidence from all those who wished to submit it, and specifically from a wide range of sporting, local authority, fire service and police representative bodies. This was done on 3 June, before I began the hearing at Bradford, in order to give time for the preparation of evidence and so that I could quickly begin to consider the remaining aspects of the Inquiry after I had completed investigations into the events at Bradford and Birmingham. Many representative bodies and individuals have submitted evidence. I am most grateful to them. The full list is given in Appendix 1. I am also grateful to all those who wrote to me giving their views on the incidents at Bradford and Birmingham.

9. From the outset of my Inquiry I realised that I would be faced with a difficult problem of timing in relation to the preparation of a report to you. The separate inquiries into the events at Bradford and Birmingham were unlikely to be completed before mid July. I then had to complete my reports on these events. Thereafter, I and my assessors would have to consider a great mass of evidence on the other aspects of the Inquiry. I should want to hear some further oral evidence. I then had to prepare my report giving my conclusions on the complex and difficult issues arising from the need to improve crowd safety and crowd control at sports grounds. Even for High Court Judges there are only 24 hours in a day. It was clear that even working at all possible speed a full report could not be prepared and in your hands in sufficient time before the next football season, due to start in the middle of August.

10. I had two alternatives; either to report nothing until I had completed all aspects of the Inquiry, or to prepare an interim report giving the results of my investigations into the events at Bradford and Birmingham, together with some preliminary recommendations on safety matters and crowd control based on these investigations. I decided it would be right to choose the latter alternative, as safety levels must be improved quickly. It must however be appreciated that the time scale has necessarily prevented as full or detailed an investigation into these complex matters as I would have wished. The interim report is therefore submitted for your consideration.

11. I am now proceeding with the remaining aspects of the Inquiry and will produce my final report as soon as I reasonably can.

*Yours sincerely*

*Oliver Powell*

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## CHAPTER 1

1.1 At about 3.40 on the afternoon of Saturday 11 May 1985 a fire started in block G of the main stand of the Bradford City football ground, at Valley Parade. In about five minutes the whole stand was in total flames. 55 people lost their lives, in addition many were seriously injured.

1.2 There are three questions which I have to consider: (1) how did the fire start; (2) why did the fire start and cause such casualties; and, (3) what lessons are to be learnt for the future so as to prevent such a disaster ever happening again?

### The Ground

1.3 It is situated at Valley Parade, Bradford. It has covered accommodation on three sides and an open terrace known as Spion Kop on the north side. The pitch runs from north to south. On the west side was the main stand with which I am concerned. It held just over 2,000 people. The accommodation has been subject to some alteration. The standing area in front of the stand has twice been reduced to accommodate pitch widening: but the buildings are substantially as they were in 1908. A plan of the stand is at Appendix 2.

1.4 The stand was some 90 metres long. It was set on the side of a hill. It divided approximately into two equal longitudinal sections separated by a wooden fence which was about 4 to 5 feet high. Above the fence, spectators were provided with timber seats, affixed to timber; below, there were polypropylene seats affixed to concrete. These seats were numbered from 1 to 151 above the wooden fence, from 1 to 140 below. They were divided in blocks, from block A to block G. Block G is the most northern part of the seating area. Access to and from all seating sections was from a long corridor extending almost the full length of the back of the stand. It was located at the highest point next to the same perimeter wall along Valley Parade. Entrance, turnstiles and exit doors led directly from the road to the corridor which in turn fed the various sections of seating.

1.5 At the northern end of the main stand and all along the front, terraced standing areas were provided. This area is known as the Paddock. In front of the Paddock ran a brick wall between 4 and 5 feet high. In front of this wall was a track and then the pitch.

1.6 Because of the natural slope of the hill there was a void underneath the wooden floor of the stand, between the seats and the ground. Its depth varied between 9 inches and 30 inches. The back part of the seating in G block, the area in which the fire started, consisted of 9 rows, lettered I to Q and numbered from south to north, 141 to 151. Seat number 141 adjoined the steps leading up to the corridor. Number 151 adjoined the Paddock. The upper section of the seating accommodation was separated from the lower section by a timber partition which went along the whole length of the stand.

There were only two points of access from the front seating to the corridor at the back of the stand, namely between block B and C and between E and F. There were also steps to the back corridor at the south end of the stand adjacent to block A.

1.7 The close boarded roof was covered throughout its length with roofing felt, and supported by three rows of steel columns, with timber trusses and purlins.

#### The Club

1.8 The Club was formed as a rugby club in May 1903. Its original name was Manningham Rugby Football Club. It then became a Soccer Club. It was promoted from the 2nd Division as champions to the 1st Division in 1908. When the Bradford City Association Football Club (1908) Ltd was formed it won the FA Cup in the 1910/11 season. It stayed in the 1st Division until 1922. It then dropped from the 2nd into the 3rd Division in 1927. It achieved 2nd Division status again in 1928, which it held until the 1936/37 season. From that time it has spent its entire years in the 3rd and 4th Divisions until the present season, at the end of which it was promoted to the 2nd Division.

1.9 Mr Stafford Heginbotham was a director of the 1908 club from 1965 until 1973 and during that period became Chairman. He had no connection with the club from then until 1983, when the 1908 club went into receivership and subsequently into liquidation. It apparently had debts of somewhere over £400,000.

1.10 Since 1983 a new company, Bradford City Associated Football Club (1983) Ltd, has been formed. Relations between the Club and the police have been excellent. Mr Heginbotham is Director and Chairman, Mr JC Tordoff and Mr P Flesher also constitute the non-executive board of Directors. Mr T Newman is the Company Secretary and Administrator, Mr M Ryan is in charge of lotteries and promotion, Mr T Cherry is the team player/manager and responsible for all



matters relating to football. His assistant is Mr T Yorath. Mr A Gilliver is the Stadium Manager and is responsible for the ground, the bar, and match day catering and general maintenance.

1.11 In addition there is a secretary to the football Manager and there are a number of full-time and part-time people who work in the lotteries office. There is a maintenance man who is responsible for general maintenance at the ground; there is an assistant groundsman, and various other people in part-time and full-time employment.

1.12 By the summer of 1984 when the club was in a more stable financial position, six people were asked to join as Associate Directors in order to lend their expertise to the club on practical rather than financial matters.

1.13 The financial position of this club was not substantially different from a number of others who lurk in the depths of the 3rd and 4th Division. The gates of these clubs are insufficient generally to provide adequate financial stability. Thus directors and chairmen, often local businessmen themselves, devote a substantial amount of their own money in order to keep their football clubs afloat. Football at this level is run on a shoe string.

1.14 There were in the 1984/85 Season, 31 first-team League and Cup matches. The total attendance was 186,532, an average of just over 6,000. Mr Heginbotham gave evidence at the public inquiry. He took a highly responsible attitude to the events which had caused so much grief. He gave every assistance to the police in their inquiry and to us in ours. In the course of his evidence he was asked this: "I think that you yourself want to say something about the responsibility of the club itself", ANSWER: "Yes, a great deal of effort was put in to improve the club and a great deal has been achieved since the new company was formed. Many improvements have been made to run the Club but as the Chairman of the Club I accept the responsibility for the executive and management I employ. I accept the responsibility for the manner in which the Club is run and the direction which the board give to it. There are obviously things that could have been done on that day or before that day that would have helped the situation with the benefit of hindsight. I am prepared to say that there are a number of things we all wish had been done or had been thought of prior to this terrible tragedy".

#### The Outbreak of fire

1.15 Saturday 11 May 1985 was to be a day of celebration for the Bradford City

Football Club. They had won the 3rd Division championship and were to be promoted. This was their last game of the Season. The visitors were Lincoln City. Before the game started, the trophy for the championship was presented to the Club. The manager was presented with an award for "Manager Of The Year". The Vice-President of the Football League attended; so did the Deputy Lord Mayor of Bradford, together with civic dignitaries from twin towns in Germany and in Belgium. It was indeed a day of celebration. A crowd estimated at some 11,000 attended.

1.16 Before the match started, in addition to the presentations, there was a parade. No serious crowd trouble was anticipated, nor took place. A smoke canister was thrown on the other side of the ground, as was a meat pie. There was some chanting. There was the normal exchange of pleasantries that occur at football grounds between groups of spectators and the police; otherwise there was little incident off the field. Some seven or eight were arrested either inside or outside the ground.

1.17 The match kicked off at 3 pm. It was by all accounts a fairly dull game. Shortly before half time the fire started. The first police message was timed just after 15.40 and 58 seconds. On the television film produced by Yorkshire Television a fire is visible and timed at 15.40.

1.18 Sitting in Row I which is the front row of this section of G block were Mr Alcock in seat 141, Mr Bennett 142, Mr Brownlie 143, Mr Tempest senior 144, Mr Tempest Junior 145, Detective Constable Blanchfield 146, and his son 147.

1.19 In row J, was Mr Wetherill in seat 141, Mr Kolawole 142, Mr Jarvis 143, and his grandfather 144, Mr Cleworth 145, Mr Wilkinson 146, Mr Levitt 148, Mr Pachela in 149.

1.20 Mr Alcock first knew of something amiss when he heard Mr Brownlie say that he could see some flames underneath the stand in front of him. Mr Alcock looked over and he could see them as well. He described a hole roughly between seats 142 and 143 which he thought was about 2" long and about 1½" wide. He could see what appeared to be paper or debris of some kind underneath, which was on fire.

1.21 Mr Brownlie told the public inquiry that just before half time he felt his right leg was warm and he bent down and rubbed his leg. He remarked, "Hell, it's warm down there". When he looked he saw there was a fire; he described the gap in the floor as being no more than ½" in width and he supposed it extended

the length of the plank. The fire appeared to him to be about 9" below the floor board. Mr Bennett described how his feet started getting warm: he therefore stood up. He said that there was a crack in the floor boards below him and he could see fire through it. He described the crack as being between 1/8" and 1/4" wide.

1.22 Other witnesses in the area noticed that there was a smell of smoke which they variously described as the smell of plastic burning, and of cigarette or pipe tobacco. The evidence given by Mr Brownlie, Mr Bennett and Mr Alcock was graphically confirmed by the still photographs which appear in Appendix 3. The general public took a large number of photographs which have been of great assistance to the police and to the Inquiry. One of those photographs, letter A shows the flames under the floor boards immediately under the seat numbered J141. There is visible a gap. The other photograph, letter B shows flame under J141 and smoke coming out from underneath.

1.23 None of the witnesses in this part of G block saw anything thrown from outside which could have caused that fire. There was, as is customary after this sort of disaster, a great deal of rumour and talk. A number of witnesses made statements to the police suggesting that a smoke bomb had been thrown into G block and that is what had caused the fire to start. The police investigated that. Detective Superintendent Cooper set up a major incident room with a team of 100 detectives. Within 14 days all those who had been seated in this part of G block except those who had unfortunately died had either come forward or had been traced. Detective Superintendent Cooper and his officers investigated allegations made by a total of 14 people elsewhere in the ground that various missiles had been thrown. At the end of that investigation he said that there were two people who still believed that items were thrown. Neither of those two people were talking about a smoking object. He and his officers were satisfied that that view was either inaccurate or mistaken. All those seated in G block unanimously rejected the suggestion that anything had been thrown.

1.24 However, one witness was called for the public inquiry who was convinced a smoke bomb had been thrown. This was Mr Trueman, who was a reporter for the Daily Star. He had been sitting in the press box which was level with rows I and J in G block, but some 40 yards further away. His description as it appears in the edition of 13 May of the Daily Star was: "A smoke bomb caused the tragic Bradford football fire, I am convinced of it, I was sitting only yards away from the seat of the inferno that killed at least 52 fans. I saw everything, every horrifying second, I saw a smoke bomb thrown by hooligans from the stand adjoining the main building and I know that the killer who threw it would have escaped". The article continued in similar dramatic vein.

1.25 When he gave evidence to the public inquiry Mr Trueman described that he was looking towards where the Paddock adjoins G block because there had been a previous occasion when there had been trouble there. He described seeing some smoke.

This was a trail of smoke in the air with a thinner fading smoke from the standing area, building up to thicker larger smoke towards the seating area in G block. He described smoke becoming denser in the direct area where the thick trail of smoke had landed: then saw a glow, then flames. After he went on to the pitch he heard a number of people talking about a smoke bomb being thrown. The view of those to whom he spoke confirmed his belief that he had seen a smoke bomb thrown from the standing area and that was what had caused the fire. He accepted that he did not actually see anything thrown. He said that from what he saw, namely the trail of smoke in the air, the way it fell and the way that everything had occurred, he believed and still believes that a smoke bomb had been thrown. I think the fairest thing I can say about Mr Trueman's evidence is that it is not reliable.

1.26 All the witnesses in the area described some gap between the floor boards, they are visible on the still photographs. Constable Riley, who is the Football Liaison Officer, and has held that position since 1981, described there being gaps in the floor underneath the seats. He was able to see crisp packets, ordinary paper, accumulated rubbish, plastic cups and things of that sort. He described having seen that in F and G blocks.

1.27 Superintendent Clapham, who was commander of the police task force at Bradford and responsible after the fire for dealing with the search of the stand, described finding some remarkably unburnt paper and debris in block C. That consisted of a copy of the Bradford Evening Telegraph and Argus for Monday 4 November 1968, the wrapper for a packet of peanuts, costing six old pennies, and other wrappers and packets indicating that they had been manufactured before decimalisation. Superintendent Clapham said there were other things which had clearly been there for a very long time. I am satisfied there was likely to have been all under the main stand a similar accumulation of debris to that found in block C.

1.28 A gap in the floor boards was confirmed by Detective Constable Blanchfield who described how some months before, when he was at the ground with his son and a friend of his son, that friend lost his scarf through a gap in the flooring. It was in another part of the stand. When they tried to retrieve it they could not.

1.29 Mr Gilliver, who is the stadium manager and responsible for the condition of the stadium and ground, said that there was some rubbish in the stand, but not as much as everybody made out. He had been able to see some rubbish under the stand when they had done repairs. They removed the rubbish before blocking the stand up again. That was when kick boards under the seats had been repaired. This had occurred during the summer of last year. He accepted that there were still gaps through which debris could fall. Mr Lawn, a maintenance man, described debris being under the boards which he had seen through damaged kick boards. He said it would be impossible to reach through the damaged coverings to retrieve or to remove the majority of the rubbish.

1.30 Mr R A Cooke is a forensic scientist attached to the Forensic Science Laboratory at Weatherby, a Bachelor of Law and a Member of the Institute of Fire Engineers. He described the floor boards as being close boarded but not tongue and grooved. He understood that because of the age of the structure a shrinkage of timber had allowed gaps to open between the floor boards which would allow rubbish to fall through. He made a comprehensive search with his team of the area in I 141 - 146 and K 141-146. He found charred debris about 6" to 8" deep. He said that represented shrinkage from probably uncharred materials, so it would be to some degree higher than that. It may have been even 12" deep in its original unburnt state.

1.31 Superintendent Clapham found no evidence of paint or accelerant or gas cylinders or anything of that nature which could have caused or contributed to the fire. I conclude that the fire was not started by any malicious means.

1.32 A report was commissioned through the Department of the Environment Building Research Establishment from the Fire Research Station at Borehamwood. That report appears in Appendix 4. Dr Woolley of the Fire Research Station carried out a test by dropping, from a reasonably normal hand height, a lighted match. He found that in that test 25% of dropped lighted matches were capable of igniting material at floor level. Additionally, one match which broke would also have set light to combustible materials.

1.33 Dr Woolley concluded that it was perfectly possible that a lighted match dropped through a gap in the floor, could have ignited rubbish and that a lighted cigarette might have done so, although he thought the latter was less likely, on balance.

1.34 Among the debris found by Mr Cooke were cigarette packets, match boxes and

match sticks, brandy bottles, disposable soft drinks bottles, polystyrene drinking cups and sweet wrappers. There were several match boxes which had the remains of carbonised matches still in, but there was one which appeared to be a full match box found under seat I 145. No incendiary devices, fire-works or aerosol cans were found, and he concluded that a small flame source such as a dropped match was probably more likely than a dropped cigarette, though he could not eliminate a dropped cigarette. There were in rows I and J people who were smoking, as indeed there were generally in block G. I am quite satisfied that the cause of the fire was the dropping of a lighted match, or a cigarette or tobacco on to debris beneath the floor boards in row I or J, in between the seats 141 and 143. It is quite impossible to determine who caused the fire to start; indeed it would be grossly unfair to point the finger at any one person.

1.35 The answer to the question how the fire started, is that it was due to the accidental lighting of debris below the floor boards in row I or J between the seats 141 to 143.

## CHAPTER 2

### Why did the fire start and cause such casualties?

2.1 It is clear that the whole period between the first appreciation of the presence of fire under the floor boards by the spectators, until the total conflagration of the entire stand from top to bottom and end to end, was about five minutes. Those in the immediate area of the fire seemed not unreasonably to think that it was simply some paper which had caught fire, that it was of no particular significance, and that within a short period of time steps would be taken to deal with it.

2.2 When Mr Bennett Row I, seat 142 saw the fire he said: "Our feet were warm, I just stood up and somebody said, whether it was me, my nephew or the other lad, 'Oh there is a fire under there', and I said there sure is, I'll go and get a fire extinguisher." He then went to the back of the stand to get a fire extinguisher. He did not find a fire extinguisher, but he found three policemen. One of those was Police Constable Lyles. Mr Bennett said: "Can you get a fire extinguisher, there is a fire down there". PC Lyles asked PC Thompson to get a fire extinguisher and he himself went down to look at the fire. He was followed by PC Frankland. PC Lyles described the fire when he got there in this way: "It appeared at first that it was a very minor fire, all we saw was a small amount of smoke, I was not sure that 'fire' was really the right word to describe it, it appeared to me to be a minor incident." While Mr Bennett had been talking to <sup>the police</sup> Mr Brown had emptied about a quarter of a cup of coffee on the fire, which had no effect. PC Lyles shouted to some other officers, who were standing on the touchline, to get a fire extinguisher. Owing to the background noise they thought he had asked for the fire brigade and they therefore radioed to the fire brigade.

2.3 When PC Frankland got to the scene he saw a thin wisp of smoke coming through the floor boards, and he could see what appeared to him to be a small piece of paper burning.

2.4 The police messages recorded on tape have been transcribed. They are automatically timed. It has since transpired that the clock on the timer at the date of the inquiry was 25 seconds slow. It matters not for the purpose of this Inquiry. The first message received by the police control about the fire is a message from PC 2573 Johnson to control, timed some time after 1540.58 seconds,

and it reads as follows: "PC 2573 to control", control to 2573 "2573 go ahead", 2573 to Control "Can you get the fire brigade the main stand ..... there is a fire under the main stand ..... clear it, over." 1541.18, Control to 2573 "You say you want the main stand cleared as well". 1541.19 2573 to Control "It's the bottom ..... there is a fire under the stand". 2573 to Control, "Did you get that". 1541.41, Control to 2573 "We are requesting the fire brigade the other part of your message is broken can't read you."

2.5 Chief Inspector Mawson was Acting Superintendent for the Manningham sub division and was in charge of the police operation at this ground on this day. He was standing near the players' entrance by the club house. He heard the word "fire" on his police radio and immediately went down to G block from where he saw smoke coming. On the Yorkshire Television film, on which timings have been provided, he can first be seen moving from his position at 1543.57. By 1544.12 there are plainly visible flames coming from G block. By 1546.20 the whole stand is well ablaze.

2.6 PC Lyles said to the people who were close by, that they should move, but it did not appear to those in the immediate vicinity that there was any urgent danger; those further away could see smoke, and a lot of them assumed that there had been some sort of smoke bomb. The game continued for a short while. It is clear from all the evidence and indeed from the still photographs which show people standing close by and watching flames, that people were very reluctant to move.

2.7 PC Lyles said: "We did not get much reaction from people in the stand, obviously they were watching the match and in fairness the fire did not look much from where they were sitting. A few of them moved out into the aisles towards the top of the steps." The police officers did finally persuade people to move. No doubt the increase in smoke and flames was itself a powerful factor in that respect.

2.8 The speed with which the fire took hold was graphically described as faster than a man could run. The wood roof covered with tarpaulin and sealed with asphalt itself rapidly took fire; the burning asphalt added its own fuel to the flames and injury to the spectators. The presence of the roof itself caused the fire to spread horizontally at a very fast speed.

2.9 Dr Woolley described it in this way: "A substantial rubbish fire may have developed within 90 seconds, capable of igniting adjacent timbers within about

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30 seconds." He describes in Table I of his report that within about a minute 20 square metres of seating would be involved. The factors causing the spread of the fire were, the void half filled with rubbish; air to feed the fire; timber in close proximity to the original fire; the uphill slope of the stand; and the construction and shape of the roof. It all led to spontaneous ignition in advance of the path of the actual fire. He went on to describe the effect of the presence of the roof on the flame in this way: "As the flame increases in height and as it expands over a larger and growing area of the flooring material, its height increases until it touches the ceiling or a horizontal level. Once it goes under, or has to go under, that ceiling, because it can only get air from one side now and not all the way round, there is an enormous lengthening effect of the flames underneath that roof. Now, that is a standard picture that is seen not only in this fire but in many others in buildings where fire develops and goes beneath the ceiling. Very approximately, a flame will have five times the length under a ceiling than it would have in a vertical direction". And he said that it was this length of horizontal flame which gave witnesses the impression of a moving ball of fire coming towards them.

2.10 In addition Dr Woolley described that ahead of the flame would be a dense thick smoke, particularly in this case for those in the back corridor of the stand. The report and calculations by Dr Woolley appear in Appendix 4 and in the various papers annexed to his report. It is unnecessary to repeat that scientific detail in the main body of the report.

2.11 There was no fire fighting equipment in the stand. The only fire fighting equipment in the ground consisted of a number of fire extinguishers in the various club bars at an end of the main stand. PC Thompson had set out to find these. Although he was not aware where they were, he went down the corridor immediately behind the back of the seats of the main stand. He reached the tea hut and asked for a steward and the fire extinguishers. He was told that it was not known where either were to be found. Accordingly, he got on his radio to control and asked for fire extinguishers and for the doors to be opened. That message, as recorded, only refers to doors being opened, it was timed at 1541.55.

2.12 Mr Ryan, who is the Commercial Manager of the Club, was on duty supervising lottery payments. He was standing at the back of block H. He was approached by a policeman who shouted at him to get a fire extinguisher. He ran the full length of the stand behind the seating area into the main entrance to the club house, picked up the fire extinguisher and ran back. He went back

along the corridor and had just passed the gents' toilets. He said there was an enormous number of people approaching him and then smoke overtook and enveloped him and it was difficult to see. He was never able to use the extinguisher.

- 2.13 The large quantity of black smoke which the fire emitted has been described by witnesses as like the smoke caused by burning tyres. Many spectators naturally sought to go out the way that they had come in and moved at varying degrees of haste towards the back of the stand to seek safety through the exits.

#### The Exits

2.14 At the back of the stand is a long corridor running the whole length of the stand. From that corridor there are a number of exits into South Parade. These are marked on the plan at Appendix 2. At the southern end of the corridor leading from the corridor into the club house there was a wooden door, letter Z, opening inwards into the club house. It was closed but not locked. In the club house there was a glass aluminium double door, letter A, which opens inward into the club house which was closed but not locked.

2.15 Moving northwards along the corridor, there was a small wooden double door, letter B, leading from the corridor into South Parade and opening outwards. At 3.30 pm one side of that door was unbolted to enable people like players' wives, who had an invitation to go into the clubhouse, to go there via South Parade and entrance A. It was the normal practice of the stewards (Anthony and Peter Keating) to stay there until 5 or 10 minutes after half time. At the time of the fire, therefore, one part of door B was unbolted and the other part of the door was closed but not locked. There were two small exits, letter C and D which were wooden openings into South Parade. They were boarded up at the time and were unavailable as exits.

2.16 Next were double wooden doors, letter E. They opened outwards, the door had a bolt into the lintel, a bolt into the floor (although there was no hole in the floor to receive the bolt) and a sliding bolt in the middle. That sliding bolt was secured by a locked padlock. However, it could be opened without needing to unlock the padlock by undoing one bolt at the top and pushing both doors together. That was open at the time of the fire, having been opened by Police Sergeant Hendrick and other dog handlers.

2.17 There was a boarded up opening, letter F. It was forced open during the fire. There was a similar wooden door which had been boarded up, letter G. This too was forced open.

2.18 There were then four turnstiles numbered 2, 3, 4 and 5. Numbers 2 and 3 were steel turnstiles going from floor to ceiling. They could only be used as an entrance into the ground and not as an exit. The door to turnstile 2 was not opened on that day and was padlocked; the door to turnstile 3 was opened when spectators came into the ground, but the door had been locked closed thereafter. The locking of those doors was of no significance because it was impossible for those inside the ground to get out through the turnstiles at opening H.

2.19 Turnstiles 4 and 5 were mechanically operated and they were waist high. On the roadside there were doors which opened inwards; after spectators had entered, the turnstiles were secured by chain and padlock. Although it would have been physically possible to climb over the turnstiles, exit through the doors was impossible because the doors themselves were secured with a padlock from the inside. There was thus no exit from J. To the right of J there was, however, a store which was alongside the turnstile. That store was used for the counting of money. The door from there onto the road was unlocked. There was no indication anywhere where the exits were, or that this particular route through the store was an available exit. There was evidence that it was used by a number of spectators to get out.

2.20 The next exits were some double doors, letter K, which opened inwards. They had been closed and locked by bolts with a padlock on. It was Mr Keating's practice to undo the bolt and pull the gates, both together, so that he could undo the gates without needing to use the key to the padlock. In fact, these doors were burst open by a number of spectators from the outside during the fire. The next opening from the corridor was into the gents' toilets. From the toilets there was no exit into South Parade. Three people died in the toilets. The next exits were two small openings letters M and N which are described on the plan as being boarded up openings. Mr Lawn who was employed as the maintenance man said that about 3 months previously he had been asked to unblock a door by Mr Gilliver and had done so. He identified that as M. Mr Gilliver himself identified it as N.

2.21 Turnstiles 6, 7, 8 and 9 were entered from the corridor by entrances letters O and P. The turnstiles were waist high and at the time of the fire were secured by chain and padlock. These turnstiles had doors on to South Parade which opened inward into the ground. They were each locked with bolts and padlocked. Numbers 6, 8 and 9 were forced open during the course of the fire while Number 7 remained shut. The majority of spectators who died did so by exit K and the exit through turnstiles 6-9 through main exits O and P. The over 70's and under 20's accounted for over half of the casualties.

2.22 There was a single wooden door, letter R, which opened outwards. It was closed and locked with a sliding bolt and padlocked. It was forced open during the fire and people escaped therefrom."

2.23 There was a door at the end of the corridor leading towards the Paddock, letter X, which was a wooden hinged door. It opened inwards into the main stands; it was bolted on the inside of the main stand, it was not locked and it was opened during the fire. At letter S which was the exit from the Paddock into South Parade there were double wooden gates which opened outwards. They were closed and secured by a large wooden beam inserted into metal rests across the back of the door. That door was open at the time of the fire.

2.24 Turnstiles 10 and 11 led from the Paddock into South Parade. The turnstiles were locked and chained, so too were the doors leading into them.

2.25 Mr Wilkinson who had been attending this stand for over 20 years (the last eight years as a regular) said that it was not an easy ground to get out of even when the gates were opened, that he used to sit and wait because it was packed solid getting out, it was always a 5 or 10 minute job. Chief Inspector Mawson said that as far as this stand was concerned, it was quite plain it could not in any way measure up to a capacity to evacuate the number of people it contained in 2½ minutes.

2.26 The answers to the question therefore why the fire started and caused casualties are that, firstly the stand was a wooden structure, with a void under the seats, in which debris could and did collect; and secondly that the available exits were insufficient to enable spectators safely to escape the devastating effects of the rapidly spreading fire.

2.27 The Home Office and the Scottish Home and Health Department published a Guide to Safety at Sports Grounds (Football) in 1976. It is called the Green Guide and it recommends measures for improving safety at existing football grounds. Paragraph 8.11 of the Green Guide reads:-

"A common feature in the construction of stands which is a fire risk is the provision of voids under the seating. These voids become the resting place for paper, cartons and other combustible materials which can be ignited, unnoticed, by a carelessly discarded cigarette end. Wherever possible such spaces should be excluded but where they exist they should be sealed off so that paper etc cannot find its way into them."

Paragraph 10.6 Housekeeping reads:-

"One of the potential causes of fire in football grounds arises from the accumulation of waste paper, programmes, packets and other combustible materials which are dropped by spectators. As stated in paragraph 8.11 this can present a particular problem in stands. Every effort should be made to reduce this hazard. All parts of buildings should be inspected before and after every event and accumulations of combustible waste cleared as quickly as practicable or stored in a safe place pending clearance."

Paragraphs 8.2 and 8.3 read:-

"8.2 Every stand should be provided with sufficient exits to allow for the orderly evacuation from the stand of all spectators likely to be accommodated."

8.3 Evacuation time, which will depend largely on the fire hazard present in the stand, should be within the following limits.

a. 8 minutes where a stand is of non-combustible fire resisting construction, the interior use and contents present a low fire risk and the exit staircases are not vulnerable to a fire occurring within the stand; and

b. 2.5 minutes for stands of a lower standard.

The conditions at a particular ground may call for interpolation between these times."

2.28 Had the Green Guide been complied with this tragedy would not have occurred.

## CHAPTER 3

### What lessons are to be learned and how can a similar tragedy be avoided?

3.1 I have made it clear throughout that I am not engaged in an exercise of apportioning blame, but of learning lessons. The clearest lesson to be learned is firstly, that fire can develop at a frightening speed and that the ordinary spectator, who has never in his life been exposed to it before, will react slowly. Secondly, that the panic and confusion caused by a fire and the smoke which accompanies it is likely, of itself, to be a source of considerable danger.

3.2 I have set out at paragraph 1.35 the immediate cause of the fire but the Inquiry has highlighted a number of matters, only some of which have any relevance to this fire. Others played little or no part in this particular tragedy. It is important to mention all of them to learn lessons for the future.

### The Police

3.3 There were 144 officers under Chief Inspector Mawson, including three special constables and two traffic wardens. In accordance with the usual police practice, good liaison was maintained with the club. PC Riley held the position of Football Liaison Officer and had done so since 1981. He attended every match, save one and also attended away matches. Every League club has a liaison officer. They vary in rank from superintendent to police constable. Their task is to exchange intelligence with other police forces, to discuss problems with the management of the club, and to advise the senior officers responsible that as far as possible the game is conducted with the least possible disorder among the spectators.

3.4 Considerable controversy emerged during the course of the public inquiry about the responsibility of the club vis a vis the police and vice versa. A football club is a private organisation run for profit. It is thus in no different position from any other private individual or body arranging a function. Essentially the individual or club is responsible for the arrangements for securing safety on its own premises and for ensuring that whatever entertainment it allows to take place on the premises is conducted in an orderly way.

3.5 Mr Domaille who is the Assistant Chief Constable in charge of Operations for the West Yorkshire Metropolitan Police put his views about the position of the police force in this way: "My main concern is that we are controlling breaches of the peace and that the public get to the ground safely and that there are sufficient police officers available to bring that about; also to see that there is a liaison between my local officers and the officers of the club." He went on to say, "It would be helpful to have a designated officer in the force responsible for visits to all sports grounds on a regular basis, to examine the problem of public safety, to discuss their resolution by reference to the Guide to Safety at Sports Grounds, especially at those grounds which are not currently subject to the safety at sports grounds legislation. In fact, insofar as the West Yorkshire Metropolitan Police is concerned, this responsibility has already been allocated by the Chief Constable as recognition of its importance."

3.6 In a report produced for the Minister of Housing and Local Government in November 1969, this paragraph appears: "14. The responsibility for controlling crowd behaviour is divided between the police and the club operating the ground. The broad line of division being that police are responsible for movement of spectators in public thoroughfares and from public thoroughfares into the ground, while the club is responsible for the control of spectators once they are on the club's premises. We think this division of responsibility is right, but because there can be circumstances in which doubt can arise where the precise responsibility begins and ends, and because police are employed by the club and because in the last resort the police are responsible for handling the situation if a breach of the peace becomes imminent inside the ground, there must be the closest understanding and co-operation between ground authorities and the police, both before a match, during the period of play and afterwards while the crowd is dispersing. The evidence available to us shows in general this co-operation exists today, it is essential all parties ensure that it continues freely and on a broad basis." I do not quarrel with that view.

3.7 In practice the police have to take charge and be responsible for controlling crowd behaviour. On a number of other grounds where there has been disorder, police have taken the view that it is better that disorderly fans who arrive should be admitted to the ground where they can be contained, rather than let them loose in the city where the police would have more difficulty in dealing with them. No doubt the football clubs could insist that the police do their best to prevent these people entering the ground, but in practice they rely on police expertise and judgement.

3.8 It follows, therefore, that as a matter of practice, while the physical safety of the building and the maintenance and good housekeeping of the ground must always be the responsibility of the club, the police have to take the de facto responsibility of organising the crowd, with all that entails, during the game. The significance of this aspect was highlighted by a number of questions raised about the responsibility for evacuation. It is clear that neither this police force, nor many other police forces, so far as we can ascertain have received any training or briefing in the question of evacuation. It was suggested that the fire service was more experienced in evacuation during fires. It seems to me, however, that the only organisation present and capable of supervising an evacuation is the police. Evacuation may be necessary for a number of reasons, there may be a bomb hoax, a part of a stand may collapse, there may be crowd disorder so that people need to be got out of a stand, there may be a fire. There may be other emergencies.

3.9 It follows that the police should now consider whether training for police officers for emergencies should not include some direction or training on how best to evacuate a particular ground. Although it may sound like a formidable undertaking, what is necessary is for the police to consider the particular ground which is under their control and to consider in the light of the exits presently available in each particular part of the ground, how best to organise the evacuation of spectators in those portions of the ground if an emergency should arise. It does not seem to me that any very great difficulty would arise. Mr Domaille made the point that if the police were to be responsible for evacuating sports grounds, they would be required to do the same at other types of premises. The answer to that is that the police generally are not present at other premises, nor need they be. Mr Domaille said that police officers were trained in a general way to react to all emergencies. He emphasised that police need to be flexible in their response to what occurs in grounds. In the situation which obtained at Bradford they behaved with commendable efficiency, even without formal training. They also behaved with enormous bravery.

I recommend therefore that evacuation procedure should be a matter of police training and form part of the briefing by police officers before a football match. Whether it is justifiable to go further in the more explicit allocation or responsibilities is something to which I shall give further thought.

3.10 Paragraph 10.7 of the Green Guide (which will need some alteration to cover police training and briefing) reads:-



## "10.7 Emergency Procedure and Staff Training

10.7.1 It is essential that plans should be made for dealing with emergency situations. Joint consultation between the management of the ground, police, fire, ambulance and other emergency services should be held in order to produce agreed plans of action.

10.7.2 While the public are in the ground an adequate number of staff should be maintained to cover entrances, exits and other strategic points.

10.7.3 All such staff should be trained in the use of the fire fighting equipment provided and in the action to be taken in the event of a fire."

3.11 The number of policeman employed at football grounds has risen enormously over the last decade. Fears were expressed about the financing of police officers at football grounds; it is not within our terms of reference to consider that. I need only point out that the use of police officers at football grounds is a very expensive exercise, both financially and in manpower. Certainly, so far as the smaller clubs are concerned, it is a financial burden, which they may not be able fully to carry. This could have disastrous consequences for law and order. But if a football club wants to stage a function, and needs police within its premises they must either be properly paid for by the club or the function not take place. In the end it is a matter for the organisers of sporting [functions how they arrange their affairs.]

3.12 Mr Domaille disclaimed police responsibility for the state of the premises, and rightly so. What he said was this: "The club is a private enterprise, that is putting on a football match on private property. It has club members and other people are its customers. The management of the club, and the looking after of the people, as they come in, is a matter for the stewards, provided at the club, in the same way that usherettes act in a cinema." He went on to say, "I expect my officers to draw the attention of the club to whatever they thought was wise to draw the attention of the club towards. If then nothing happened then I would have thought that, if it was in respect of fire, we would talk to the fire brigade and if it were in respect of something structural and nothing was being done about it, we should contact the County Council if we were very concerned about it."

3.13 That is what they in fact did in June 1984. Superintendent Briggs had been to the ground in March or April 1984 when a ball was kicked against the lower part of the stand and a piece of wood dropped off. He also noticed that pieces of felting from the grandstand roof were being blown about onto the pitch. After the match he went and saw Mr Heginbotham. They went together to

look at the roof. They discussed the fact that the roof, as a result of the wind and the rain was, in a dangerous condition.

3.14 Mr Briggs subsequently saw Mr Tordoff who was the Vice-Chairman of the club. Mr Tordoff asked Mr Briggs if he would be prepared to confirm in writing an official police letter about the damage which had now become worse. As a result on 27 June 1984 Mr Briggs wrote to Mr Newman the Secretary of the Club, in these terms:

"Dear Mr Newman,

Dangerous Grandstand

I should like to bring to your attention the dangerous condition of the Valley Parade grandstand roof at your ground. Whilst appreciating it is due to fair wear and tear its condition is such that it could come down at any time. I am particularly concerned for the safety of spectators inside the ground should anything untoward occur before this is repaired, and additionally of the dangers which could be caused to other members of the public using the adjacent road. Your co-operation and early attention to this matter would be much appreciated please, Yours faithfully."

By January 1985 approval for the repair had apparently been given. By an irony the work was due to start on Monday 13 May, that is to say two days after this disaster.

3.15 So far as safety of the premises is concerned, the local authorities are responsible for issuing safety certificates in respect of designated grounds under the Safety of Sports Ground Act 1975. The local authority team for that purpose includes police officers. I recommend that this practice should continue.

Communication

3.16 The Green Guide provides at paragraph 17.6 that loud-hailers should be available for the use of stewards and police in directing or instructing spectators. Neither stewards nor police had loud-hailers. The difficulties of communicating in an emergency of this sort are illustrated by the fact that when a police officer asked for a fire extinguisher another officer thought he wanted the fire brigade. Although the communication difficulties played no part in

this disaster, there is undoubtedly a greater sense of urgency if instructions are given by a loud-hailer. There is also added authority. I endorse the provision in the Green Code.

3.17 There was no police radio control unit on this ground. It was located a half a mile away or so. It has to be a matter of judgement and of physical space where the control unit is situated. There is always the danger, if it is situated in the ground that that the control unit itself may be burnt down or vandalised. In a large well equipped ground it would obviously be better to have an officer in control of communication on the ground. He could see what was happening and direct matters accordingly. I shall be recommending the introduction of closed-circuit television as a weapon against hooliganism. If possible the officer, or officers, should be monitoring the cameras from a position in the ground where they themselves can see what is happening.

3.18 It is, however, up to each individual police force to locate their control unit as seems best to them to deal with the problems which arise. If the control is at headquarters there is available sophisticated communications and tape recording equipment. A lot of problems at any football ground are not only inside the ground but outside. Mr Domaille favoured having the control room in the ground at Bradford. Inspector Boocock who is a communications officer of the West Yorkshire Police had in fact been to the ground in the previous November with Mr Briggs to see if they could find a site for a control room. The only available accommodation was the drying room which was not satisfactory and accordingly control was operated from outside, without adverse effect.

3.19 The police enquiry into the events arising from the Luton/Millwall game had strong reservations about a control unit being sited on the ground. It must be a matter for each police force.

#### The Public Address System

3.20 There was at Bradford no means by which the police could cut into the public address system. On other grounds I have found the same thing. Quite often the only way for the police to get touch with the person in charge of the public address system is to use a telephone. This is obviously unsatisfactory. It is not possible for a civilian user of the public address system to be allowed to use the police radio network. The reasons for that are obvious. It is however clear that it is vital that the police should be able to cut into the public address system. The Green Guide in paragraph 17.5 says: "Preferably, the

system should be capable of being controlled from a central control point." I endorse that view.

3.21 Mr Thornton was the pools promotor employed by the Bradford City Football Club, and responsible for using the Public Address System. It was his practice to record play music before the match started, at half time and after the match. He made announcements about sponsorship, police messages, championship ceremonies and so on, as was necessary. There was to be a draw at half-time and he was to announce the winning ticket number. For that purpose he was in the manager's office and was trying to contact one of the players who was to make the draw.

3.22 As a result of something that was said, he saw some smoke. He went out onto the balcony and then saw a small fire. He then ran into the general office and asked the secretary to phone the fire brigade, which was done in his presence. He then went back to the Public Address System and announced a message to this effect: "Please do not panic, make your way to the front, on to the pitch".

3.23 He said in his evidence that he gave that message twice. He says he heard the message himself and he had spoken to a number of people since who did hear the message. He repeated it on a third occasion but he does not think that that got through.

3.24 There is an appreciable body of evidence that no message was in fact heard. Whether that was due to the excessive noise or due to the fact that the system was not working properly, due to the fire, it is not necessary to decide. I am satisfied that Mr Thornton did make the announcement which he said he did. Even if it had been heard, I think it unlikely it would have made any difference to the consequences of the fire.

3.25 Paragraph 17.5 of the Green Guide also says:-

"Public address equipment should be installed so that broadcast messages can be heard under reasonable conditions by all persons of normal hearing in any part of the ground to which the public has access....The power supply to the system should be such as to enable it to continue to operate in an emergency such as a fire, or a failure of the mains supply."

3.26 I endorse the recommendation that the system should be such as to enable it to operate in an emergency and not as happened here, so that once one speaker was out of action all the others were.

## Police Radios

3.27 It is clear from the evidence given at the public inquiry, from the transcript of the tape and from hearing the tape myself that a number of problems arose from the use of police radios.

3.28 Each group of officers had a personal radio, not every officer. There can be no criticism of that. A special channel was arranged for reporting to control.

3.29 The problem of communication at Bradford, as indeed elsewhere, is that the personal radio sets are only devised for one officer to speak at a time. Thus an officer seeking to send a message, calls control. Control then replies. If another officer seeks to speak at the same time, the effect will be that neither officer can be properly understood by control.

3.30 Because of the enormous noise at any football ground, particularly during an emergency, it is very difficult for the reporting officer to make himself understood by control. There was a considerable body of evidence of officers having relayed messages to control which were not received, and of messages which were received, but not in full. One example has already been given at paragraph 2.4. Although the messages are exceedingly difficult for the untrained to decipher, the control operator who was trained and experienced, was able to understand enough of the vital messages so that the difficulties of communication played no part in the tragedy.

3.31 But the fact that there were difficulties in communication caused some disquiet. As a result I heard the evidence of Mr A Hulme, who is a Chief Telecommunications Engineer with the Home Office Directorate of Telecommunications. He described the operational system, namely a channel specially allocated for this particular exercise, personal radios of the Burndept type and control located at a base station on the top of an office block in Bradford. Normally everybody on the ground with a personal radio hears a message transmitted by control, but only control hears the message from the police officer's personal radio. It is possible, however, to operate on what is called the "talk through", so that every officer hears the message which his colleague is transmitting. That was the system which operated on this day. In addition to the problem of one officer talking over another officer there is the very real problem caused by the effect of the noise in the area where the

officer is trying to transmit. The personal radios with which we are concerned are the familiar type which effectively are boxes with a built-in microphone. There are more sophisticated microphones which serve to cut out background noise, described as noise cancelling type, but they are of head-set type installation. There is an operational objection to their use. It is undesirable that an officer wearing a head set should come into confrontation with a hooligan.

3.32 Mr Hulme said that in the range of equipment that they had at the moment there was no means of incorporating a better microphone into that box.

3.33 It is not only in relation to fire but also in relation to hooliganism that it is essential that a police officer can communicate and be clearly understood by control. I recommend therefore that early attention be given by the Home Office Directorate of Telecommunications to consider the practicality of producing a more suitable personal radio.

#### Access for Emergency Vehicles

3.34 Paragraph 11 of the Green Guide deals with access for emergency vehicles. It does not spell out that an area around the ground should be kept clear so that emergency vehicles can readily reach the ground. In the television film helpfully provided by Yorkshire Television it was clear that a fire appliance had to mount a pavement because of parked cars. No complaint was made by the fire brigade about this, nor any suggestion that it had any adverse effect on putting out the fire.

3.35 Cars were allowed to be parked in Burlington Street. It might appear from the plan that that connects with Valley Parade but it does not, in fact, do so. It was expected that emergency vehicles would come down Valley Parade and not Burlington Street. However, it is quite impossible during an emergency for every driver of an emergency vehicle to know precisely which road he should go down. Additionally, of course, a fire appliance may be needed at one part of the ground, an ambulance at another. Accordingly, I recommend that there should be incorporated in the Green Guide in paragraph 11 a provision that wherever practicable roads within a quarter of a mile of a sports ground should be kept entirely free of parked vehicles. I appreciate that at some grounds this may interfere with the control of buses bringing visiting supporters and add to the hooligan problem. In London and some other cities it may be impossible because of the location of the ground.

Power of Search

3.36 Some disquiet was expressed by the police about their powers to search in England and Wales. Those powers are now contained in the Police and Criminal Evidence Act 1984 which comes into effect on 1 January 1986. Section 1 reads:-

- (1) "A constable may exercise any power conferred by this section:-
  - (a) in any place to which at the time when he proposes to exercise the power the public or any section of the public has access, on payment or otherwise, as of right by virtue of express or implied permission .....
- (2) Subject to subsections (3) to (5) below, a constable:-
  - (a) may search:-
    - (i) any person or vehicle;
    - (ii) anything which is in or on a vehicle, for stolen or prohibited articles; and
  - (b) may detain a person or vehicle for the purpose of such a search.
- (3) This section does not give a constable power to search a person or vehicle or anything in or on a vehicle unless he has reasonable grounds for suspecting that he will find stolen or prohibited articles."
- (7) An article is prohibited for the purposes of this Part of this Act if it is:-
  - (a) an offensive weapon; or
  - (b) an article:-
    - (i) made or adapted for use in the course of or in connection with an offence to which this sub-paragraph applies: or
    - (ii) intended by the person having it with him for such use by him or by some other person."
- (9) In this Part of this Act:-

"offensive weapon" means any article:-

  - (a) made or adapted for use for causing injury to persons; or
  - (b) intended by the person having it with him for such use by him for such use by him or by some other person."

3.37 By Section 2, the constable is required to give his name and the name of his police station, the object of the proposed search and his grounds for proposing to make it.

3.38 It is quite clear that large numbers of people bring into football grounds offensive weapons. How this can be dealt with under the Act is a matter which will have to be considered hereafter. So far as fire is concerned, there is an increasing use of smoke bombs, which may well not come within the definition of an offensive weapon, (ie is "made or adapted for use for causing injury to persons") this makes the exercise of the power of the police to stop and search a person whom they suspect of carrying a smoke bomb, or even whom they can see is carrying a smoke bomb, exceedingly difficult.

3.39 It was suggested that it should be a condition of entry to a sports ground that a person is willing to be searched. That governs the problem once inside the ground, but does not deal with the problem of how to search spectators before entry. This however has plain practical difficulties. Once spectators are inside the ground, their numbers may be such that it is almost impossible to conduct a satisfactory search. It is also important that they should not get into the ground if they are carrying material which is likely to damage either property or persons.

3.40 Likewise it is quite impractical when there are very substantial numbers of supporters pouring through the gates to go through the routine of giving the name of the officer, the police station, the object of the proposed search and the grounds for proposing to make it. More particularly, an officer may have no reasonable grounds for suspecting that he may find a prohibited article on a particular spectator, other than the other fact that it is frequently brought into sports grounds.

3.41 If police officers can in fact be given the right to stop and search anyone when they have entered the ground (by making it a condition of entry) it would in my view be much more satisfactory that they should have the same right by statute before entry. Doubts have been raised whether the right of search before entry can be conveyed to a police officer by making the right a condition of entry. If there is no such right the police then have to fall back on the powers under the Police and Criminal Evidence Act which require "reasonable grounds for suspecting". While they may have reasonable grounds for suspecting in general they may have none in relation to a particular individual. I am minded to recommend, therefore, that *in* the police be given the unfettered right of search before entry to football grounds by statute.

3.42 Smoke bombs may do no actual damage but the panic which they are likely to engender among spectators is very great. I recommend that consideration be



*in England & Wales*

given to making it a criminal offence to have a smoke bomb or similar device at sports grounds.

### Fire Services

3.43 It so happened that on the day before the match, fire officers had gone to the ground at the request of the football club, in order to help to water the pitch. They left on the ground some seven lengths of hose of 75 feet each. When the fire broke out on the Saturday afternoon, Leading Fireman Evers together with Fireman Hanney, finding the hose which was rolled up in front of G block, decided to try and get the hose up through the terracing to the fire hydrant which was outside the ground at the north end of South Parade. Having run out the hose on the sideline of the pitch they decided that it would be more useful if they discontinued trying to get the hose into operation and helped people over the wall. This they did.

3.44 Sub-Officer Greig was in charge of a water tender located about half a mile away from the ground which was the first fire appliance to arrive. He parked by the entrance to the Club. When he arrived there were a vast number of people running away from the ground, thick clouds of smoke, and flames lifting from the exit just at the left of the club ground.

3.45 The capacity of his water tender was insufficient to deal with the fire. He located the hydrants. A plan showing the hydrants was prepared for the Inquiry. The nearest ones were all 4" hydrants. Mr Greig said that for a fire of this magnitude they were not adequate, and the nearest hydrant which was a double hydrant of 12" was about half a mile away, at Snowden Street.

3.46 In a written submission to the Inquiry made by the Fire Brigades Union it was suggested that the water supplies adjacent to the ground were insufficient to deal with the severity of fire, and that it was the normal practice for water authorities to restrict the meter supplies at weekends.

3.47 Mr Greig was asked about that. He said: "The pressure was as it normally is in that area, it is just the fact that I knew there would not be sufficient water, which is the reason I decided to go for the double hydrant on Snowden Street, there was no other reason than that and my own local knowledge".

3.48 Having spoken to Leading Fireman Evers, Mr Greig asked for five pumps, two specials and four ambulances. He knew that the initial attendance would be two pumping appliances from Bradford. He also knew that he would get a Simonitor which is an appliance with an extendable boom at the head of which is a monitor for directing water. Thus he would have 10 appliances.

3.49 Mr Greig said that there were cars parked on Cornwall Road and Cornwall Terrace. They did not hinder his entrance at all; the problem was the people running away from the ground. He was instructed by the station officer from Bradford to look after the water supplies. He got hold of a police traffic motorcyclist, told him where he wanted his appliances and the police officer took them to the hydrants that Mr Greig identified. At that time two or three more pumping appliances had been asked for.

3.50 Mr Greig said that when he arrived there was no chance of putting out the fire. Having seen the film and looked at the timings that is clearly right.

3.51 The only difficulty encountered was spoken of by Fireman Wood who described three occasions of vehicles driving over and breaking the hose connections. These were emergency vehicles and by the time the hoses had been connected there was no chance of saving the stand.

3.52 Mr Kneale was the Assistant Chief Fire Officer for the West Yorkshire Fire Service and was on duty on the day at headquarters. He went to the ground. Noone in the fire service mentioned any specific difficulty in getting to the scene to him; and the driver of the appliance which appeared to have been held up on the television also did not complain to him.

#### Fire Precautions at the ground

3.53 The only fire extinguishers at the ground were the portable fire extinguishers in the club house. It is generally agreed that it is not possible to have fire extinguishers at a football ground in places which would otherwise be suitable, because of the dangers arising from their use by hooligans. It is very unlikely that even if there had been a fire extinguisher readily available it would have made the slightest difference to this fire.

3.54 However, it would obviously be prudent for thought to be given as to whether fire extinguishers could not be housed somewhere away from the eyes of supporters such as refreshment stands or stores. The provision of fire

equipment at designated grounds is governed by safety certificates. I recommend that those managing grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. Paragraph 10.5 of the Green Guide reads:

"10.5 Fire fighting equipment

10.5.1 In major grounds it may be necessary to provide a suitable water supply for fire fighting in the form of statutory or private fire hydrants.

10.5.2 For first aid fire fighting by members of the staff hydraulic hose reels should preferably be provided. These should be sufficient to provide adequate protection to the whole floor area, and should be installed in suitable positions by entrances, exits and stairways.

10.5.3 Where hose reels are not provided portable fire extinguishers should be installed in sufficient numbers to give adequate cover. The number and type will depend upon the size, layout, fire separation and risk in each building. Fire extinguishers should conform to the appropriate British Standard specification and be maintained in good working order.

10.5.4 Where high fire risk areas such as large storerooms and enclosed or underground car parks are situated under stands consideration should be given to the installation of an automatic fire extinguishing system such as sprinklers, or, alternatively, an automatic detection system.

10.5.5 Advice should be sought from the local fire authority on the type, amount and siting of fire fighting equipment required."

I endorse its views.

3.55 It is no use having reels of hose or fire extinguishers in a football ground unless someone is trained to use them. None of the stewards at Bradford, and I suspect elsewhere, had ever had any fire training. Some of the safety certificates that I have seen for designated grounds provide that stewards shall be trained. I recommend that this practice should be adopted in all sports grounds.

It was suggested to me that the presence of a fire officer throughout a match would be of assistance. At some grounds I have visited they go round the ground before the match and then leave. There are undoubted difficulties of financing and manning in the fire service, and it may well not be practical to have on every sports ground a trained fire officer. However it is essential that there should be a fire warning system to alert the staff in case of fire without causing panic to the public. On some grounds that I have visited this is done by means of a coded signal. Paragraph 10.3 of the Green Code recommends that there should be a fire warning system to alert the staff and I endorse that. There were no sprinklers in this ground. I have had many suggestions from

members of the public about the use of sprinklers and of permanent water pipes in and around the ground to control hooliganism. I do not regard these as either practical or desirable. So far as sprinklers to put out fire are concerned, there are problems about their use at football grounds. The risk of abuse by hooligans is substantial. But it is up to each local fire authority to decide on the fire precautions which are particularly appropriate to the premises which they have to consider.

3.56 Finally, I would like to commend the fire services for the efficient and expeditious way in which they dealt with this very serious fire.

#### The position of the Fire Authority at law

3.57 By Section 10.1 of the Fire Precautions Act, 1971, sub section 2, "If as regards any premises to which this section applies the Fire Authority are satisfied that the risk to persons in the 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 may make a complaint to the court; and the court on being similarly satisfied may by order prohibit or restrict, to the extent appropriate in the circumstances of the case, the use of the premises until such steps had been taken as, in the opinion of the court, are necessary to reduce the risk to a reasonable level." "Court" means a magistrates court.

3.58 By the Safety of Sports Grounds Act, 1975, safety certificates are required in respect of premises designated under that Act. Safety certificates are issued by the local authority. One of the authorities concerned with the issue of that safety certificate is the Fire Authority. Detailed conditions are included in the safety certificate particularly relating to fire. A copy of a typical Safety certificate appears at Appendix 5.

3.59 The view that the Fire Authority took in this case about fire prevention in non-designated grounds was set out by Mr Byrom who is the Senior Divisional Officer of the West Yorkshire Fire Service. He was asked what he regarded as being the actual responsibility of the fire service for fire prevention in places like Bradford City football ground which is a non-designated ground. He said: "It would be the same as happens in all the other premises that the fire service are responsible for, and anywhere in the country where people work, play, meet, drink, whatever, we would give goodwill advice on request and it would then be the responsibility of the person receiving that advice to carry

out that request. It is an impossible task to be everywhere where everyone works or plays". Mr Byrom explained that the Fire Authority had neither the resources nor the finances to visit sports grounds, that if they were asked for their view about a particular problem they would give it, and that thereafter it was up to the owner of the premises to take such steps as he thought fit to deal with the problem.

3.60 So far as Section 10 of the Fire Precautions Act 1971 is concerned, it seems that fire authorities exercise their powers under that section only when the circumstances are such that there is an immediate danger to persons and that any delay whatsoever in taking action upon the dangerous circumstances could be tantamount to accepting there was no danger. Put another way, whatever interpretation is put on Section 10 of the Fire Precautions Act 1971, in practice it is only used where there is an immediate risk of a fire taking place. It was suggested that, if there is a duty to exercise the power under Section 10 there is also a corresponding duty to carry out inspections so as to ensure that premises have not got into a state where Section 10 should be invoked. The West Yorkshire Fire Authority do not accept that proposition, nor do I. Section 10 gives the power to a fire authority if a risk comes to its notice. They are not, however, required to take steps to ascertain the risks, nor does it have the resources so to do.

3.61 It was rightly pointed out to me that unless some responsibility is put upon the fire authority to examine sports grounds (apart from a ground which is designated and therefore requires a safety certificate) the risks of a fire on a Bradford scale will continue. There is much force in this argument. I am minded to make two recommendations - firstly that Section 10 of the Fire Precautions Act 1971 should be amended so that it reads:" ..... if the Fire Authority is satisfied that the risk to persons in the case of fire is such that until steps have been taken to reduce the risk .....". Secondly that because of the greater ease of access there should be power for the Fire Authority to apply to the High Court for an injunction under Section 10. By changing the wording from "so serious" to "such" the Fire Authority will then have power to make the application where something less than an emergency exists. It is hoped that the power will be exercised in cases other than those which are now regarded as wholly exceptional.

3.62 On 18 July 1984, as a result of a visit by an engineer of the West Yorkshire Metropolitan County Council, a letter was written to the Secretary of Bradford City Football Club about the state of the ground. There were two matters of fire risk mentioned, and they were these:

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"Main grandstand ..... (B) - The timber construction is a fire hazard and in particular there is a build up of combustible materials in the voids beneath seats. The carelessly discarded cigarette could give rise to a fire risk. (C) - Egress from the grandstand should be achievable in 2.5 minutes."

3.63 A copy of that letter was sent to the fire service, they took the view that it was a matter of good housekeeping for the occupiers of the football ground to deal with and saw no reason to take the matter any further.

#### The local authority

3.64 West Yorkshire Metropolitan County Council is the responsible local authority under the terms of the Safety of Sports Ground Act 1975. The only ground in their area which was designated and certified was the ground at Elland Road belonging to Leeds United. A copy of their safety certificate appears at Appendix 5. As a result of a decision of the Fire Services Committee on 5 March 1976, a working team was set up. It consisted of a representative of the Directorate of Engineering, a representative of the Chief Fire Officer, the Assistant Clerk Special Services, and an administrative officer both from the Chief Executive's and the Clerk's Department. In addition, the team was augmented by a senior police officer for the Division where the particular stadium was located, and by a representative of the building control officer of that district.

3.65 The West Yorkshire Metropolitan County Council Fire Services Committee, following meetings held in 1975 and 1976 resolved on the 2 June 1977:

- a) That the Executive Director of Engineering, the Chief Fire Officer and the Director of Administration (or their nominees) be designated "Authorised Officers" under Section 1 of the Safety of Sports Ground Act 1975.
- b) That the Director of Administration in consultation with the Chief Constable and the Local Building Authority be authorised to issue safety certificates under the Act.

3.66 The time scale of designation in relation to a 3rd Division club being promoted to the 2nd Division was considered. It involved waiting for a club actually to be promoted, and as a result of that a whole season could elapse with a club playing in the 2nd Division before the whole of the safety requirements had been fulfilled.

3.67 It was also thought important by West Yorkshire Metropolitan County Council to promote safety at non-designated grounds which nevertheless might stage matches which attracted considerable crowds. On 3rd August 1982 a letter was written to Huddersfield Town Football Club, Halifax Town Football Club, Bradford City Football Club, Yorkshire County Cricket Club, and Leeds Rugby Football Club, pointing out that, while they were not yet subject to the Safety at Sports Grounds Act 1975, County Council officers were willing to give guidance on what might be required, by asking the grounds to accept the offer of assistance and to arrange a meeting. No reply was received to that invitation from Bradford City Football Club. In February 1976 and twice in March 1976 as a result of a request by the police, an official from the Directorate made visits to the ground and put a maximum capacity on the number of people who could use the ground. The club was visited in November 1981 for inspection of the floodlight towers.

3.68 The next time there was any contact between the Council and the Club was just prior to 4 July 1984, when Mr Newman, the Club Secretary inquired whether the County Council would be prepared to provide a letter which could help the Club in obtaining a grant from the Football Ground Improvement Trust to assist with the repair and recovering of the main grandstand at Valley Parade.

3.69 Mr Shaw, who was the principal engineer dealing with the matter, arranged to meet Mr Newman on 4 July 1984. Mr Newman explained to him the problem concerning the roof covering and reference was made to a report prepared by the Timber, Research and Development Association (T.R.A.D.A.) concerning the necessary repairs.

3.70 Having looked initially at the main stand roof structure and made notes, Mr Shaw then had a quick look around the ground while Mr Newman was looking for the timber report.

3.71 Two letters were then drafted on behalf of the Council to be sent to the Club, the first dated 11 July 1984 read as follows:

"I refer to my engineer's visit to your ground on 4 July 1984 and a copy of the inspection report by T.R.A.D.A. of the west grandstand roof covering, passed to him. I wish to confirm the findings of that report that the existing felt roof covering and the areas of decayed boarding resulting, consequently creates an unacceptable crowd safety hazard and should be rectified as soon as possible."

Mr Shaw agreed that the "unacceptable crowd safety hazard" referred to the condition of the roof covering and that the opinion of Mr Townend of T.R.A.D.A. in his report was "from the information gained from the inspection there would appear to be no major immediate danger to the crowd using the stand, other than from water leaking through. Mr Shaw said that he wrote letter of the 11 July in order to help the club obtain a grant. Unless the County Council had said that the repairs were necessary as a matter of safety the grant would not be obtainable.

3.72 That letter was sent, together with a letter of 18 July 1984, which read as follows:

Dear Sir

Safety in Sports Grounds

Bradford City AFC

Further to my engineer's visit to your ground of 4 July 1984, I am pleased to enclose a letter which may assist you in obtaining a grant from the Sports Ground Trust, towards the cost of re-covering the main grandstand roof. Nothing in that letter should be construed as implied approval of the condition or structural adequacy of the stand.

As the West Yorkshire Metropolitan County Council is the Licensing Authority under the Safety of Sports Ground Act 1975, it may assist you to know what some of the Council's other considerations would be, should at some time in the future the provisions of the Act apply to Bradford City AFC ground.

These are:-

1. Main Grandstand
  - a) The unusual construction of this stand makes an appraisal of structural adequacy desirable.
  - b) The timber construction is a fire hazard and in particular, there is a build-up of combustible materials in the voids beneath the seats. A carelessly discarded cigarette could give rise to a fire risk.
  - c) Egress from the grandstand should be achievable in 2.5 minutes.



2. Other Stands

- a) Appraise for structural adequacy, and maintain to adequate corrosion protection standards.
- b) Repair defective roof sheeting.

3. Perimeter and Crowd Control Fences

- a) Repair and strengthen to acceptable standard.

4. Crush Barriers

- a) Test, strengthen and repair to acceptable standard.
- b) Lack of barriers reduces the safe spectator density on terraces.

5. Terraces

- a) Overhaul terracing to provide acceptable surfacing and slope.
- b) Provide adequate exits from terracing.

These considerations are contained within the publication "Guide to Safety at Sports Grounds - Football" published by H.M.S.O.

In concluding may I point out that the above considerations would form part of the statutory consultation process required under the provisions of the Act. The County Council is obliged by law to have regard to other considerations eg. Fire Safety/Precautions (Chief Fire Officer); crowd control/supervision (Chief Constable); and local building control requirements (Bradford Metropolitan District Council).

Yours faithfully,

Executive Director of Engineering.

3.73 There was no reply to that letter. On 30 April 1985 the County Council wrote again "I am sure that the people of the county are pleased with your success in getting promotion to the 2nd Division of the Football League. Congratulations are due to all concerned on this achievement. As you know your ground will probably eventually require a general safety certificate since it is normal practice for the Secretary of State to designate grounds within the 2nd Division as needing such a certificate under the terms of the above Act. This duty is the responsibility of this authority. There are several disciplines, police, fire service, structural engineering and building control, which are involved in such matters, and I think that an early meeting of these officers, together with club officials, would be useful so that a general discussion on procedure, requirements etc, can take place. Perhaps you might let me have a few dates on which this preliminary meeting might take place".

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That meeting was scheduled for the Wednesday after this disaster.

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3.74 The County Council took the same view as the Fire Service, namely that having offered to give advice they were under no obligation to take any further steps. They took the same attitude towards Section 10 of the Safety of Sports Grounds Act 1975 as the Fire Service had to Section 10 of the Fire Precautions Act 1971.

Section 10 of the Safety of Sports Grounds Act 1975 reads:

"If the court is satisfied, on the application of the local authority, that the risk to spectators at a sports ground is so great that, until steps have been taken to reduce it to a reasonable level, their admission ought to be prohibited or restricted, the court may by order prohibit or restrict to the extent the court considers appropriate in the circumstances of the case, admission of spectators to the whole or any part of the ground, until such steps have been taken as, in the opinion of the court, are necessary to reduce the risk to a reasonable level."

3.75 The local authority regarded their powers under section 10 as emergency powers. The note alongside Section 10 says in the Act: "Emergency Procedure". In August 1975, just before the Act came into force, the Home Office issued a guidance note to the Chief Executives of County Councils which reads inter alia: "Section 10 is an important emergency power. Should a magistrates' court, on the application of a local authority, consider that the risk to spectators at any sports ground is so great that their admission should be prohibited or

restricted until remedial action has been taken, the court may make an order accordingly. This power applies to any sports ground whether or not it is required to have a safety certificate. In practice it is not expected that the power will often need to be exercised. "In the case of a small football stadium, for example not subject to the designation order procedure, consultations between the local authority and the club concerned are expected to secure the provision of a reasonable standard of safety on a voluntary basis".

3.76 The local authority explained that they had neither the resources in manpower nor in finance to examine every single sports ground and take offenders to court. I am minded to make a recommendation similar to that in respect of the fire authority, namely that section 10 of the Safety of Sports Grounds Act 1975 should be amended in like manner to section 10 of the Fire Precautions Act 1971, and that an application for an injunction to the High Court should be an alternative remedy.

3.77 I am satisfied that the Local Authorities have set up a proper organisation for implementing the Safety of Sports Grounds Act 1975 and operate it in a satisfactory manner.

#### The Health & Safety Executive

3.78 The Health & Safety Executive are the government body responsible for enforcing the provisions of a number of statutory provisions, most notably the Health & Safety at Work Act 1974. The Health & Safety Executive were given responsibility under the Fire Precautions Act 1971 for a very limited range of specialised purposes where the manufacture or storage of highly hazardous materials create special problems arising from processes. Section 3 of the Health & Safety at Work Act 1974 states, " It should be the duty of every employer to conduct his undertaking in such a way as to ensure so far as is reasonably practicable, that persons not in his employment who may be affected thereby are not exposed to risks to their health or safety".

3.79 When that Bill was going through Parliament, the Department of Employment made it clear that responsibility for fire matters would not fall to the Health & Safety Executive but would be the concern of the Fire Authorities. A number of instructions were issued to the Factory Inspectorate and they can be summarised as follows:

- A) The primary responsibility for the general fire precautions in the place of work will rest with the Fire Authorities under the Fire Precautions Act 1971.
- B) Because of the very broad terms of the Health & Safety at Work Act 1974 inspectors have authority to deal with all aspects of safety, and so there will inevitably be a certain dual responsibility for fire safety. It must be borne in mind that the enforcing authority under the Fire Precautions Act 1971 has the prime responsibility and the provisions in that Act should be used wherever possible. That authority is the Fire Authority. Inspectors must avoid any appearance of interfering in the Fire Authority's duty.
- C) Inspectors will not normally inspect general fire precautions when undertaking inspection on premises other than special premises. This policy has reconfirmed by the Chief Inspector within the last two years.
- D) However, if matters of serious concern are discovered with regard to general fire precautions but no immediate risk to life is involved, they should be discussed with the appropriate officer of the Fire Authority. Inspectors should not, without consulting their Area Director, issue improvement notices in respect of general fire precautions in premises where the primary responsibility rests with the Fire Authority.
- E) Where an immediate risk to life is involved, the responsibility of issuing an immediate prohibition notice should be considered; if it is decided to issue such a notice the inspector should telephone the Fire Authority with a view to taking joint action.

3.80 Although it is accepted that under Section 3 of the Health & Safety at Work Act 1974 the Factory Inspectorate could enforce measures to afford protection to the public, faced with the all embracing nature of the Section they had to consider how to enforce it in such a way as to make the best use of their resources. They were also anxious not to cut across the duties of other local authorities responsible for specific aspects of public safety.

3.81 They therefore adopted a policy of concentrating the enforcement of Section 3 on the remedying of hazards which were not caught within the net of other legislation. The effect of that was that, so far as fire was concerned, except in special premises, they did not regard it as their concern.

3.82 In September 1980, before the present Bradford Football Club was formed, Mr Laird, who is the Principal Officer at Leeds employed by the Health & Safety Executive attended at the ground and saw Mr Newman. The report on that visit is set out in a contemporaneous note made by Mr Laird. The relevant part of the note reads as follows: "There was very little compliance with the Guide to Safety at Sports Grounds, and Mr Newman said that although he knew of the existence of the Guide it was not really his responsibility to see whether or not particular recommendations of the Guide were met. Responsibility for structural safety at the grounds was with Mr Garside, a Director at the Club, who was also a builder. It was agreed with Mr Newman that I would write outlining some of the matters requiring attention and in due course meet Mr Garside to discuss the Club's view of these matters".

3.83 On 10 September 1980 Mr Laird did indeed write a letter. Having pointed out in numbered paragraphs that part of the terracing at the Spion Kop was badly broken and that the surfaces of the gangways were not level and that access from the Spion Kop to the Midland Road exit was extremely steep and the toilet arrangements behind the Midland Road stand were unhygienic, Mr Laird wrote this:

"Other matters which I noted which do not present the same degree of hazard to those referred to above included cracks in the wall between Midland Road stand and the pitch. The lack of some crash barriers at the Bradford end and the maintenance of barriers at that end of the ground; arrangements for the painting of the Bradford end roof structure should be made. In the main stand the void area between the concrete supporting structure and the wood floor should, after removal of rubbish, be completely blanked off ..... The foregoing matters, particularly the numbered ones, are in my opinion as to order of seriousness of the matters observed. I would suggest, therefore, you consider these matters and we arrange to meet in about one month's time in order that we may discuss possible action".

3.84 Mr Laird did not draw that recommendation about the rubbish in the void to the attention of any other enforcing authority. The reason was that it said in the Green Guide that that was a fire hazard and was therefore the responsibility of the fire brigade. He considered it inconceivable that there could be a ground the size of Bradford City's in the middle of Bradford which the fire brigade did not know about. He was doing no more than following the recommendations made by the Department.

3.85 On 15 January 1981 Mr Laird again visited the Club, still under the old management. The Secretary was not available but there had been work done to some of the terracing at the Spion Kop. On 26 January 1981 there was a record of a telephone call which reads as follows: "Mr Newman said that the Midland Road exit, that's the exit from the Kop, was not used. Toilet accommodation would be reviewed at a meeting in April, other matters would be attended to as time and funds became available".

3.86 On 1 July 1981 Mr Bennett from Health and Safety Executive called. Nobody in a responsible position on behalf of the club was available. The same position obtained a fortnight later. However, on 16 July 1981 Mr Bennett carried out a basic inspection. He recorded: "Progress is being made on some of the matters identified by Mr Laird at the beginning of the 1980/81 season. For example repairs to the Spion Kop terracing is continuing, additional crash barriers have been installed, and the re-decorating done. The most serious outstanding matter is undoubtedly the very steep exit to Midland Road from the corner of the Spion Kop/Midland Road stand. Mr Newman said application had been made for planning permission to redevelop the Midland Road side of the ground, but this depended on finances becoming available, in view of the club's present League position, Division 4, I do not think this will be in the immediate foreseeable future ....."

3.87 On 22 July 1981 Mr Bennett wrote a letter to the Club in which he said:

"There were a number of areas in which you did not comply with the recommendations of the code, I would therefore ask you to consider these and draw up proposals on a time scale for implementing suitable modifications. In my opinion the most serious area is the very steep exit from the corner of the Spion Kop/Midland Road stand to Midland Road and this therefore should be given priority. I would also ask you to consider the evacuation procedure for the main stand, this is largely constructed of wood and from paragraph 8 of the code you will see that it should be

capable of evacuation in 2½ minutes. Please consider the above points and write to me detailing your proposals."

There was no response to that letter.

3.88 Mr Bennett wrote on 3 November 1981, drawing attention to his letter of 22 July making particular mention of the Midland Road exit. He asked that his letter of 22 July should be given urgent attention.

3.89 There was a letter from the Club on 6 January 1982 to the Health & Safety Executive which reads as follows:

"With reference to your letter of 22 July and 3 November last it is our intention to make Midland Road into executive private suites for next season and therefore the entrances will be modified appropriately."

3.90 Dr Hartley who is also an Inspector of the Health & Safety Executive visited the Club on 6 April 1984, and had a look round the premises. By this time the new Club had been formed. His note refers to two new floodlight towers being erected, but that very little seemed to have been done about the steep exit to Midland Road.

3.91 On 1 August 1984 Mr Laird visited the ground with the intention of seeing what work had been done. He inspected the exit from the Spion Kop to Midland Road. The note on the contemporaneous document was that Mr Laird would check by telephone by April 1985 to find out what the position was about the exit from the Spion Kop to Midland Road.

3.92 The reason why the visits were so limited was explained by Mr Laird. The Health and Safety Executive have a form in which the Inspector assesses the quality or otherwise of the compliance with the statutory obligations. If it is a high standard of compliance it is not necessary to make a frequent inspection; if it is a very poor standard or non-compliance it is necessary to make a more frequent inspection. In September 1980, the ground was rated as being relatively low priority for inspection and the same applied in 1981 and 1984.

3.93 The inspection rating document, however, records that in 1981 and 1984, there was a finding that there was a substantial risk to the public; and that that risk was "fire, place of work and means of access." Mr Laird explained that the substantial risk to the public, which he had in mind, related to the exit to Midland Road from the Spion Kop and to the possibility of people slipping, with consequences similar to that which occurred at Ibrox Park, when many people were killed.

3.94 It is clear from the foregoing that Mr Laird was doing no more than following the directive from his Department. It does, however, highlight the problem of dual responsibility. There is a serious risk of duplication of work, resulting in a waste of resources. There is also a risk that information, available to one authority responsible for safety, will not reach another authority. If the prime responsibility for the safety of premises in relation to fire is to lie with the Fire Authority (and it is essential that one authority should be given the responsibility), then it is absolutely vital that any information coming to the Health & Safety Executive about danger from fire, should instantly be communicated to the Fire Authority.

3.95 It is also essential that any information coming to the Fire Authority about matters for which the Health & Safety Executive are responsible, should be brought to their attention. Mr Laird said that if, every time they found some litter lying about which might constitute a fire hazard, they had to notify the Fire Authority, they would never get any work done; it was really a matter for the occupier to be responsible for his own good housekeeping. Naturally it must be a matter of degree but I recommend that there should be urgent consultation between the Health & Safety Executive and the Fire Authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.

#### The Ambulance Service

3.96 Oral evidence was not given by the Ambulance Service. However, a very large number of statements by those involved were available to the public inquiry. There were some criticisms about staffing levels, about a fault developing in the telephone lines and some criticism of the facilities for calling in staff. There can be no doubt but that the Ambulance Service performed with its usual high degree of efficiency and devotion. Such criticism as individual officers have will, no doubt, be considered by the appropriate authorities and it is not necessary for me to deal with them further.



### St John's Ambulance

3.97 There were on duty at the ground 10 members of the St John's Ambulance Brigade. No oral evidence was given by their members but their statements were before me. Additionally a written submission from them was received making the following points:

- a) there was no statutory requirement for adequate first aid to be provided at any football ground and in many cases a first aid room and other facilities were either inadequately provided or not provided at all;
- b) there was a feeling that the members did not receive proper recognition at football matches, nor was appropriate recompense paid to the St John's Ambulance.

3.98 Everyone recognises the value of the work done by members of the St John's Ambulance. The 10 members on the ground undoubtedly did an enormously valuable service attending to those injured. They assisted in arranging for the injured to be taken to the ambulance, and there can be no doubt that, but for their help, the casualty rate would have been higher.

3.99 The value of the presence of St John's Ambulance at a sports ground cannot be over-estimated. If it be the case that a first aid room is either not provided or inadequately provided then that should be remedied, and I recommend that, where practicable, that should be done. I recommend that on grounds which are designated it should be a term of the safety certificate.

### The Hospital Services

3.100 While not strictly within the terms of our Inquiry, we have received a number of letters praising the work of the hospital staff. It is right that this should be publicly recorded.

### The Club Stewards

3.101 The stewards at Bradford City Football Club were under the general direction of Mr Chappell who was a General Secretary employed by the Bradford Council Social Services Department. He had been acting as a steward at the football ground for a period of some 36 to 37 years; there had been no formal

instructions to the stewards, but Mr Chappell said that the stewards were responsible people and they discussed on an informal basis those matter, which they considered relevant. He described his stewards as a team of people who sold cushions and assisted or directed people to designated seats.

3.102 There were stewards at the back of Blocks A, B, C, E, F and G. They ranged in age from 73 to 12 and they were 9 in number. They regarded their job as simply to arrange for the easy entry of spectators to their seats and to direct them to the part of the ground to which they wished to go. Some of them had distinctive jackets, but not all. Mr Anthony Keating described the reason for not wearing his this way: "We used to have a steward pinny on but we got spotted out too easily with them you know, we got more trouble that what it was worth so we didn't bother wearing them after that". When asked why he got trouble, he said: "Because if they see a steward you get a load of mouth after you, booting you up and everything".

3.103 The stewards were not paid. They did it because they were loyal supporters of the club. They had no training in fire fighting nor in crowd evacuation nor in crowd control in the sense of dealing with hooligans. It is clear that the stewards could have done nothing more to have prevented this fire from starting or spreading.

3.104 I recommend, as happens in designated grounds, that stewards should be trained and instructed firstly about fire fighting, and secondly on how best to assist the police in evacuation. (See also 3.8. and 3.9).

3.105 There were two Keating brothers in the main stand on duty on this day, acting as stewards. The whole of their family had been involved in the club in one way or another for some time. Mr Anthony Keating who is now 27 had been involved for some 13 years, Mr Peter Keating who is 26 had been involved also for 14 years. A set of keys to the doors was kept on a board in the gatesman's room. It was Mr Peter Keating's responsibility to look after the doors and gates leading into South Parade. It was his practice to unlock those doors some 20 minutes before time. The reason for that was to prevent spectators inside the ground from opening the doors and allowing spectators outside the ground to come in. This was not only because they would not have paid, but more importantly because it would then not be possible to segregate visiting supporters from home supporters, with all the consequential difficulties resulting therefrom. This practice seems to be prevalent at a number of clubs.

3.106 Just before half time he went and opened gate B. Having done so he stood there with his brother Anthony which was his normal practice until five minutes or so after half time when he would have closed the gate. He saw gate E being opened by two policeman. Accordingly he walked up to that gate along the road outside the ground. He then saw people coming out of gate S onto South Parade from the Paddock. On a previous occasion he had seen people coming out from the Paddock with the idea of getting into the back of the stand without paying. Accordingly he walked along South Parade in order to see what they were going to do. When he got there he could see a lot of smoke. He was asked by a policeman to open gate X, he tried to do this but was driven back by the smoke. In fact it was not locked because the turnstile operator at T had unlocked it earlier. It was then quite impossible for him to open door R because of the fire. This was the only door which was in fact locked and could not be opened by the simple process of opening the bolts and pushing at the doors. In fact it was kicked open during the fire.

3.107 At football matches there is a particular problem of locked doors because the club needs to be sure that spectators do not enter the ground, save through the turnstiles. I was given examples of cases where spectators had been able, through one means or another, to open doors which were not locked, and get in in substantial numbers, without paying. There have been other occasions when the stewards have been attacked, in order that the keys, which they hold, could be used.

3.108 It is, however, beyond doubt that all doors should be capable of being opened immediately, in an emergency. In theory there should be no difficulty, even if the door is padlocked, in having a steward manning a door, who can open it at a second's notice.

3.109 That does not take account of human failing. The steward may well want to go to have a cup of tea, go to the lavatory or, more likely, watch the game. The roar of a crowd at a promotion match or Cup game is likely to arouse the attention of even the most conscientious steward. On one ground which was visited the authorities explained that they did not pay their stewards but watching the game was the reward for their attendance.

3.110 At/<sup>one</sup>ground I was told of stewards opening the exit doors towards the end of the second half and then themselves leaving the ground. This enabled supporters to move from one part of the ground to another and thus breach the segregation arrangements. This is yet another reason for doors permanently to be manned permanently.

3.111 Paragraph 6.14.6 of the Green Guide says:-

"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".

I recommend amending this paragraph to read "All exit gates should be manned at all times while the ground is used by the public and be capable of being opened immediately, from inside, by anyone in an emergency";

3.112 It is not sufficient to have adequate and suitable exit facilities, unless an indication is given to spectators as to where they are. We endorse paragraph 6.6 of the Green Guide that an indication of where the exits are, should be given by way of sign or other direction.

3.113 In addition to the recommendation that exit doors should not be locked, I also endorse the view that exit doors should open outwards only. There have been disasters in public places where the crush of people inside has prevented doors, which will only open inwards, from being opened at all. See Green Guide paragraph 6.14.

3.114 The position of the stewards needs to be reconsidered. The safety certificate issued by the West Yorkshire Metropolitan County Council, in respect of Leeds United Football Ground, says inter alia:-

"The holder shall ensure the attendance at a specified activity, of stewards in the following numbers and with the following duties, that is to say:-

- (a) 22 stewards to man such exit doors and gate, as are not open continuously while the stadium is in use for the specified activity;
- (b) 50 stewards to control and direct spectators within the stadium and to patrol the stadium and deal with any emergency including raising the alarm and extinguishing fires; Provided that such numbers may from time to time be varied as directed by the police. Such stewards shall be required by the local authority and the police and shall be identifiable by dress and distributed (subject to any direction of the police) in such a manner as to discharge competently the functions specified above."

3.115 In addition the safety certificate requires the stewards to be properly trained to deal with an emergency. The certificate reads as follows:

"Written instructions approved by the local authority and the police about the action to be taken in case of emergency shall be readily available to all staff and stewards at all times, and in particular each member of staff and steward shall receive a personal copy of such instructions.

All members of staff and all stewards shall in the month of July in every year receive practical instruction and training appropriate to their responsibilities in case of emergency. Exercises for all staff and stewards shall be carried out regularly to ensure the smooth operation of procedures for dealing with an emergency. All members of staff and stewards shall receive refresher training once at least in the months of October and January in every year. All training instructions and exercises shall be carried out by a competent person".

3.116 It has to be remembered that the prime responsibility for the arrangement of affairs at the ground lies with the football club. To that end they should ensure that the stewards, particularly those that have to deal with what may be regarded as trouble spots, like manning doors, where there is a risk of unauthorised entry, are of a great deal more robust nature than some of those who are currently employed at football grounds. A number tend to be elderly and loyal servants of the club, who come along for an afternoon to see their old friends and watch a bit of football, others are young boys.

3.117 I am conscious that there are financial restraints on football clubs, but it is of vital importance that stewards should not regard themselves, nor should they be regarded, simply like usherettes at a cinema, showing people to their seats. They should have a real responsibility in regard to the safety of spectators at grounds. To that end I recommend that the Green Guide should contain a provision, in relation to stewards :

- (1) that they should be trained and instructed to deal with any emergency relating to fire or evacuation;
- (2) that they should be given written instructions about the action to be taken in cases of emergency;
- (3) that they should receive practical instruction and training appropriate to their responsibility;
- (4) that no one should be employed as a steward unless they have been so instructed and trained; and
- (5) that they should be adequate in number, physically and mentally capable of performing their duties, effectively deployed, efficiently supervised and readily identifiable.

## The Club

3.118 There were two causes of this fire and the resultant casualties; the presence of litter under the seating, and the absence of sufficient exits.

3.119 There was some evidence that steps had been taken to keep the stands free from litter and to extract litter from voids when kick-boards were replaced. The fact remains that there were appreciable quantities of litter in the voids. With the construction of flooring as it was at Bradford, that was almost inevitable. To remedy the situation would have required greater expenditure of money and resources than was available to the Club.

3.120 The financial position of the club in 1983 was that it had debts in excess of £400,000. In order to retain its position in the League, who were anxious to reduce the number from 92 to 80, Mr Heginbotham said he had to persuade a number of those on the Management Committee of the Football League to ensure that League football was not taken away from Bradford.

3.121 The condition of remaining in the League was that the 1983 Company had to meet a large number of financial conditions. They had to pay the Football League debt, and the debt to the bank in full. The creditors of the old company had to be paid 60%. There was a potential loss of £100,000 in the first year of operation. There was a heavy emphasis on activities to raise the revenue from other sources, in addition to the gates, and a very low priority was given to additional expenditure.

3.122 The first priority of the Club was to ensure that it was financially viable within its own finances. Any work or improvement or alteration was wholly related to finances that were available. The letter from the Health & Safety Executive in June, 1981 was addressed to the old Club and Mr Heginbotham was unaware of it. He did not see the letter of 18 July 1984 until the Monday following the fire. The reason was explained by Mr Newman, the Secretary. He was visited by Mr Shaw in July 1984. He received the letter of 18 July 1984 through the Receiver, who was handling the affairs of the club. He showed the letter to Mr Tordoff, who was the Vice-Chairman. There was a Board meeting on 7 August, at which Mr Heginbotham was present; Mr Tordoff was away.

3.123 Mr Newman had with him, at the Board meeting, the letters of 11 July and 18 July. They were stapled together. The letter of 11 July was referred to but not the letter of 18 July. It was then put in a file marked "Football Ground Improvement Trust".

3.124 Mr Tordoff saw the letter of 18 July at the time. It referred to rubbish in the voids. He understood that to refer to some surface rubbish in the stand, on the seats, or the surface of the floor-boards, and not underneath the floor-boards. He said "We must have the area swept there". Likewise Mr Tordoff did not consider the question of evacuation in 2½ minutes. He had seen the stand evacuated with no problems at all, in very short periods of time, after matches had finished. He considered that the 2½ minutes was really a matter for the future.

3.125 Mr Heginbotham said that even if he had seen the letter of 18 July, he would not have taken any action, because he regarded it as a reference to a standard which a designated club should achieve. It occurred during the closed season. Shortly before there had been a religious meeting and he thought the system of clearing the litter was perfectly satisfactory.

3.126 He was aware of litter being able to accumulate when kick-boards were knocked off, but he said it would have been a major task, almost a dismantling of the stand, to have removed litter that was likely to have gone under broken kick-boards. He accepted that it should not have been there, but said that the cost would have been considerable and it would have been a major task. The stand had been there for 75 years. By an irony it was the second last game before the timber flooring would have been replaced by concrete. That work would have started on the following Monday.

3.127 The problem facing Mr Heginbotham and his Board of Directors was a problem facing a great number of directors of clubs in the Third and Fourth Divisions. That was the problem of finance. It is, however, a problem that cannot simply be dismissed on that account, because the public are entitled to expect that sports grounds will be reasonably safe.

#### Perimeter Fence

3.128 A number of witnesses pointed out that if there had been closed perimeter fences at Bradford, the casualties would have been on a substantially higher scale. That is undoubtedly true. It is undesirable that there should be closed perimeter fences where there is risk of fire. However, perimeter fences exist in front of non-combustible stands, where there is always a risk of a bomb-hoax or some form of riot necessitating emergency evacuation.

3.129 Most of the perimeter fences I have seen have a facility enabling them to be opened. The usual reason is to allow the press of people, who have been pushed against the fence, to be let out to reduce the crush, to rescue innocent spectators who want to get out or to enable police to enter to control or arrest spectators.

3.130 Clearly, the perimeter fences need to have gates in them and the facility for immediate opening in an emergency. The local authority will have to decide, in respect of each ground, whether a perimeter fence can properly be put up, if there be not one now, and in those cases where there are perimeter fences, to ensure that there are sufficient and adequate means of exit, including exits through the perimeter fence itself. Paragraph 7.9.1 of the Green Guide applies.

#### The Future

3.131 How then can such a disaster be prevented in the future? As I indicated in paragraph 2.26, the construction of this wooden stand, the fact that it was a wooden stand and the inadequacy of the exits were the causes of the fire and resultant casualties.

3.132 I would like totally to prohibit permanent wooden stands (including those made from combustible materials) and I recommend that the building of new permanent stands of combustible materials be prohibited as a general rule. I recognise, however, that there are a very large number of them in existence and that to forbid their use would be a draconian step to take. I would seek to avoid taking this step if reasonable measures to protect the public could be taken as an alternative.

3.133 I was told it is not economic or practical to treat stands with fire resistant substance and also that it may give a false sense of security if it is done and not renewed.

3.134 The difficulty is this: although there are a large number of wooden stands at sports grounds, they are not necessarily particularly large in size. Thus, a sports ground may comprise only a wooden stand, from which exits are inadequate. It matters not, whether the ground is capable of holding 20,000, 2,000 or 200. If there is a stand for 200 people, which is likely to suffer the same fate as the Bradford stand, the danger is as great even if there is no other accommodation at that sports ground.



3.135 It is clear that while paragraph 10.6 of the Green Guide (namely that every effort should be made to reduce the hazard caused from the accumulation of waste paper) is a sensible recommendation, in practice, floor-boards are going to get damaged, gaps are going to appear and debris is going to be dropped. Given the problem of supervision at a number of clubs, it is not practicable to prevent this.

3.136 Thus, if wooden stands remain, there is going to be a continuing risk of fire from the accidental dropping of a match through gaps in the floor-boards onto litter which has accumulated below. But the fact that there is a risk of fire does not necessitate the immediate prohibition on the use of wooden stands. Many private and public premises are similarly made of wood or other combustible material. What is necessary, and very important, is that even if there is a risk of fire, the risk of danger to life caused by that fire, should be eliminated.

3.137 The fire service view seems to be, that as a general rule, wooden stands should be replaced by non-combustible stands. They are equally of the view, that provided adequate exits are available, they will, for the time being at any rate, be not unwilling to sanction the continued use of wooden stands.

3.138 The provision and maintenance of suitable and adequate exits is the main means of escape and I recommend that suitable and adequate exits shall be provided in all sports grounds.  
There are other fire precautions which I have already outlined in the course of this report: they are good housekeeping; the provision for proper warning of fire; the provision of fire fighting equipment; the training of stewards; appropriate evacuation procedures and adequate communication arrangements.

3.139 The Home Office has already asked chief fire officers to visit all sports stadia in their areas. I understand that the results of those visits are already known. It is thus possible, so far as fire is concerned, for the Fire Authority to determine what is necessary to ensure safety in wooden stands.

3.140 It is, therefore, not necessary to extend the scope of the Safety of Sports Grounds Act 1975 by designating every sports club who happens to have a wooden stand. It will be appreciated that there are other matters of safety, apart from fire. But having regard to what happened at Bradford, I believe there is urgent necessity for dealing with the fire problem.

3.141 There is clear evidence that the risk of a lighted match remaining alight after being dropped is quite high. The risk thereafter, to wooden stands, from that lighted match setting fire to debris which has not been cleared is also quite high. I recommend that no smoking should take place in combustibile stands, that this should be a condition of entry to the ground and that signs to that effect should be prominently displayed.

3.142 I recommend that the Fire Authorities should identify and visit all sports grounds in their areas and should prohibit or restrict the use of any stands, which in their view constitute a risk to spectators, because of the inadequacy of the fire precautions. I am sure clubs will behave responsibly and voluntarily agree to the recommendations of the Fire Authorities. If they do not, it may be necessary for additional powers to be provided. It is worth noting that in the years 1977 to 1983 in the UK alone there were no fewer than 86 fires in grandstands, and in 1983 there were 200 fires elsewhere in sports grounds.

3.143 I recognise that there may be some clubs to whom this will be a death knell. However, in the light of the events at Bradford, I must put the safety of the public above the interests of the club. I do recognise the part that local clubs play in the affairs of the community. Over 180,000 people enjoyed watching football at Valley Parade in the 1984/85 Season, but like other places, to which the public are admitted, such as shops, offices, hotels, theatres and cinemas, a reasonable standard of safety is necessary.

3.144 Wooden stands are found, not only at Association Football grounds, but also at Cricket grounds, Rugby League grounds, Rugby Union grounds, at Speedway and Athletics grounds and Race tracks and courses. You have indicated that you are to designate grounds in the Third and Fourth Divisions of the Football League. There is no logic in not designating all other sports grounds which are capable of holding a number of spectators. There is, for instance, no reason to believe that a football ground of a club outside the League is any safer than one within the League. Indeed, it is likely to be much less safe. Other sports must be treated in the same way.

3.145 To that end I am minded to recommend that the designation in the Safety of Sports Ground Act 1975 should be amended in two ways. Firstly that you should exercise your power to designate all sports grounds, whatever their size. This will enable you to control simply the safety of sport grounds. Secondly sports grounds should include indoor as well as outdoor activities.

3.146 It will then be open to you to decide, having regard to the practical difficulties involved, how best to set a timetable for when, if ever, each club, or class of club, is designated. I have in mind to recommend immediate designation of any ground capable of holding over 5,000 spectators. This will cover all sorts of grounds, not merely football grounds. But this must be subject to further detailed consideration.

3.147 Some idea of the extent of the financial and practical problems emerged in evidence at Bradford. Although the Home Office originally thought 17 days work would be sufficient to prepare a safety certificate, practice has shown that it takes three or four times that figure. Both the local authority and the fire authority expressed concern at the scale of work involved if we recommend designation at 5,000.

3.148 Mr F A Sims, who is a Chief Officer of West Yorkshire Metropolitan County Council, has estimated that "for 50 additional clubs to be designated it would take 3,500 man days, 10 man years work; so we are talking about an additional staff of ten men". Mr Karran, the Chief Fire Officer of West Yorkshire, said he would need up to 12 additional officers of sufficient experience and training to cope with another 50 clubs. While I accept this evidence was given in good faith, I cannot be sure it necessarily reflects the position elsewhere.

3.149 I recognise the problem of finance and manpower, but the numbers of those who attend sports grounds each week is probably over a million people. They are entitled to reasonable degrees of safety and are entitled to look to those who manage sports grounds to ensure their safety and to central and local Government to enforce compliance with safety standards.

3.150 In order to ensure that a complete record of sports grounds (as defined in the Safety of Sports Grounds Act 1975) is available, I recommend a local registration system be set up.

3.151 Fears have also been expressed about temporary stands and marquees, which are equally capable of giving rise to dangerous situations. As far as I can ascertain, there seems to be no provision preventing their use at non-designated grounds. I recommend that consideration be given as how best to deal with them.

3.152 A number of certificates which I have seen issued by local authorities are very detailed and cover all the sort of points raised in the Green Guide. I have considered whether a statutory obligation should be cast upon those

responsible for managing sports grounds, similar to the Shops and Offices Act or by making the Green Guide statutory.

3.153 However, I consider the supervisory role, which the local authority exercises at present, is a more practical way of ensuring safety. It has the positive effect that a sports ground has to operate under a safety certificate. Sporting authorities need help and advice, particularly on the fire aspect, and especially in relation to good housekeeping. Some of the grounds I visited, for instance, contained petrol, paint, fertiliser, gas cylinders and chemicals all stored together under, what appeared to be fire-proof stands. Practical measures which need to be taken and applied to individual grounds.

3.154 There seems to be a general view that the Green Guide has no application, unless the ground is designated. Nothing could be more misconceived. I recommend that the next edition of the Green Guide should make it clear that it applies to all sports grounds, not simply those designated. It contains so much good advice that it should be compulsory reading for all those who run any sports grounds. I shall be giving further detailed consideration to the provisions of the Green Guide.

3.155 Finally I cannot finish this section of the report without paying tribute to the enormous heroism shown by a very large number of people at Bradford. It would be invidious to single out any individual or group of individuals. They came from all walks of life. They all played their part in saving lives.

## Chapter 4

### Birmingham

#### How did the riot start?

4.1 On 11 May 1985, Birmingham City Football Club played Leeds United Football Club at St Andrew's, Birmingham. It was the final fixture of the 1984/85 Season. Birmingham City had already secured promotion to the First Division in the position of runners-up. If they defeated Leeds United, and Oxford United lost in another fixture being simultaneously played, then Birmingham City would become champions of Division Two. In the event Oxford United won their fixture.

4.2 In order to be promoted to Division One, Leeds United had to win at Birmingham. If Manchester City, who were playing a simultaneous fixture elsewhere also won, Leeds United would not be promoted.

4.3 There was good liaison between Birmingham City Football Club and the police and with Leeds United Football Club. The Secretary of Birmingham Football Club described the planning for the match as, "along the lines of a military operation". The number of policemen was fixed at 207, with the ability to increase that number to some 400.

4.4 On 1 May 1985, club officials met with senior police officers and a number of decisions were made:-

1. Alcohol would not be available to the public in the ground; the only alcohol available would be in the executive suite and the private members boxes.
2. Seating in the Paddock Area of the Grandstand would only be available to season ticket holders and not to the general public.
3. Tickets for seats in other areas of the ground would be available to the general public between 9.30 am and 12.00 noon on the day of the match, so as to eliminate sales to the Leeds United supporters.
4. Strict segregation was to be enforced so that the Leeds United supporters were at the Tilton Road end.

4.5 There were a number of other police actions relating to adjoining premises and there was advice to the club about its stewards and about missiles on the ground.

4.6 In Birmingham on that day there were also a number of other activities which had a potential for disorder and required a substantial police presence. There was a march organised by the 'Troops Out of Ireland Movement' which was scheduled to arrive in the City Centre at 4pm. Arsenal supporters were travelling to West Bromwich Albion and some were likely to come by way of Birmingham. Chelsea were due to play Stoke City in the morning and it was thought some Chelsea supporters might pass through Birmingham in the afternoon.

4.7 The police considered altering the kick-off time to the morning, but, having regard to the other activities, it was felt there might be a real problem if troublesome supporters after the game came into confrontation with the other supporters or with the marchers.

4.8 It was anticipated that approximately 10,000 Leeds United supporters would arrive by various means. Many came by train, many came by coaches but a large number came in hired mini-buses. It has been the practice, in most clubs, for the police to escort visiting fans from a railway station to the ground and to escort them back again. Thus they are unable to confront the home supporters. Likewise coaches carrying visiting supporters are driven to an area where they can be segregated from home supporters and the visiting supporters moved directly into their accommodation.

4.9 It has, however, also become the practice over a number of years, for many who seek to cause trouble at grounds, to avoid anything like official transport where they can be more easily controlled and segregated. On trains it is now the practice for alcohol not to be available. Official supporters' buses are usually controlled by officials of the visiting club. Normally drink is unavailable. Ordinary hire coaches going to football matches are not/usually allowed to have drink on them as a condition of their licence. But in practice this is almost impossible to enforce. The luckless bus driver, when surrounded by 30 drunken hooligans, has little or no control.

4.10 Before the visiting supporters had even reached the ground, 150 had become involved in street brawls at Birmingham New Street. There were problems in public houses. In one public house, the visiting supporters threw everything they could lay their hands on out of the windows, all of which were broken. There was serious trouble, due to football coaches at Burton-on-Trent, in Nottinghamshire and at Leicester.

#### The Ground

4.11 At the West end is the Railway Stand (also known as the City End) which will seat some 4,000 supporters. The home supporters occupied it. It was unfenced. At the North end is the main stand. It has a number of private boxes. There is a large seating area which was kept empty. This is called the Paddock seating. At the East end are terraces divided into tiers with double compartment fences and perimeter fencing. This is the Tilton Road end occupied by visiting supporters. On the South side is Spion Kop which is a long terrace for home supporters surrounded by a perimeter fence. A plan is at Appendix 6.

#### Arrival at the Ground

4.12 The arrival of the visiting supporters and their behaviour outside the ground gives some small idea of the problems of hooliganism at football matches. One coach, with Leeds supporters in, was directed to a coach park. It would have meant that supporters would have had to walk some 300 yards back to the stadium. Finding this to be an unacceptable imposition, and perhaps wanting to husband their energies for later violence, they just kicked out the side windows and left the coach that way.

4.13 Naturally, supporters have to pass through turnstiles. A number however found that the pace at which spectators ahead of them were moving was too slow for their liking. They simply scaled the walls and fences, climbing over barbed wire barriers into the ground.

4.14 Those who were unwilling or unable to negotiate that obstacle course, then turned their attention to breaking in<sup>in</sup> some other way. They started to storm the main gate. Those inside sought to assist them.

Meanwhile they had bombarded police with missiles of all sorts. Eventually, in order to reduce the missile attacks and relieve severe public disorder on the highway outside the ground, a decision was taken to open the large gate, so that a substantial number of fans entered without paying.

4.15 Police Superintendent Fowler described the attack on one gate in this way: "My attention was drawn to loud banging behind me at the exit gates 'F' and 'G'. I investigated this noise by looking through the centre gaps of these double gates, which were of solid construction of metal bars and rods with an external metal sheet cladding. They were secured by flat metal bars and securely padlocked. I could see large groups of fans launching themselves against these two gates and kicking them outwards. With each assault on these gates, the bolts on the bases were dragging outwards and were eventually no further use in securing the gates. The gates were then only secured by the central securing bolts carrying the padlocks. I then became aware of a group of six fans using a battering ram against these gates. They were using a piece of concrete with steel reinforcing rods which was approximately seven feet in length and three to four inches square."

*before  
de Hest*

4.16 Superintendent Fowler then radioed for some assistance, his description of events continues: "Moments later gates 'F' and 'G' burst open and the fans in Tilton Road surged forward, hurling bricks and other missiles at myself and PC Waleczek. I was hit on the left wrist by a brick and received an inch long cut and heavy bruising. PC Waleczek was hit by several missiles and sustained broken bones in his foot. Approximately 150 fans pushed us aside and ran through the breached gates into the Tilton Road stand and disappeared into the crowds inside the ground."

4.17 One group of supporters, who were not prepared to wait, smashed down 40 or 50ft of metal railings and wooden doors, together with part of a small brick wall. They then used the bricks as missiles. There was no doubt that a large number of these supporters had taken drink.



### First Half

4.18 Once inside the ground, the Leeds United supporters were contained in two compartments of the Tilton Road end. They were flanked by a sterile area, separating them from Birmingham supporters. On entering the ground a number of supporters continued to throw missiles, including cans, bricks and £1 coins.

4.19 The terraces on which they stood were made of concrete. Some supporters managed to dislodge part of the concrete terracing. One used a pick axe. They thus found themselves in possession of lengths of reinforced concrete which they subsequently used as missiles and as battering rams.

4.20 Because of the constant throwing of missiles, pieces of concrete, pieces of wood and coins, the police had to move from the perimeter out of range and take up position elsewhere.

4.21 A refreshment hut, at the top of the terrace, provided for the convenience of the fans, was broken into and was ransacked. About 20 or 30 spectators had climbed onto the roof. The hut was left in complete disorder. The staff managed to escape. A large wooden shutter, which had been covering the serving hatches at the front of the hut, was passed over the heads of the supporters towards the front of the enclosure and then disappeared into the crowd.

4.22 It was obvious that the Leeds supporters, who had climbed onto the perimeter fencing were shaking it violently in what was a deliberate attempt to pull it over. The hail of missiles continued throughout the first half.

4.23 The police report summarised the events of the first half as follows:

1. Leeds United fans maintained bombardment of nearby police and they scaled the fence in preparation for invading the pitch;
2. At the City End, young Birmingham supporters descended from the upper tier of the stand to the lower tier of seating;

3. The roof of the refreshment bar at the Tilton Road end was dismantled and passed through spectators to the front.
4. Birmingham supporters at the City end threw missiles at the police, although to a lesser extent than Leeds supporters.
5. After 42 minutes, ie, 3 minutes before half-time, Birmingham City scored what was to prove the solitary goal of the game;
6. The unruly supporters at the City end were reinforced by many scaling the fences at Spion Kop and joining the unruly element behind the goal;
7. The fencing at Tilton Road end held back the Leeds supporters but missiles were thrown at the police when within range.

#### Half Time

4.24 The first half ended at about 3.46pm. Both the police and Birmingham City Football Club have video film of what occurred during the game. Like the dramatic scenes of the fire at Bradford, they create a vivid and startling picture of the riot which occurred, which cannot fully be conveyed in print.

4.25 The police report continues: "The half-time whistle signalled a pitch invasion from both ends of the ground. The invasion by Birmingham City supporters was greater in number than Leeds, but Leeds supporters made greater use of missiles. Police were ready for this invasion and formed a double cordon across the pitch to keep the factions apart. Missiles thrown at the police included concrete, bricks, coins, boards and advertising hoardings."

4.26 The continual bombardment of police officers with missiles, necessitated two immediate courses of action: firstly to instruct baton charges to push both factions back to the boundary fencing; secondly to issue NATO type helmets to officers of the Operational Support Unit, primarily engaged at the Tilton Road end.

4.27 Inspector Turner, who was in charge of the West Midlands Police Mounted Branch, was asked to bring his mounted officers onto the pitch to assist with clearing supporters. They, together with officers deployed by Chief Inspector Allen, prevented a violent clash in the middle of the pitch between fans.

4.28 It is a matter of congratulation that in the face of the violence shown to them, the police were able to keep the supporters apart and finally to restore order.

4.29 There were other problems facing the police. Birmingham supporters climbed over the fencing at Spion Kop and joined their associates in the seated area, behind the City End goal. They also gained access to the Paddock seating at the City End side of the central tunnel. Leeds United supporters gained access to the Paddock seating at the Tilton Road side of the central tunnel. Thus both lots of supporters were close to each other in seating without fencing. Missiles discharging smoke were thrown at each end of the ground.

4.30 A number of Leeds United supporters went onto the pitch, purporting to clear the Tilton Road end by removing missiles. This was not quite the philanthropic exercise it might appear: a number of the supporters simply used what they had picked up to replenish their ammunition.

4.31 In addition to the physical clearing of spectators from the pitch by the police, officials sought to encourage spectators to return to their proper place. Mr Gray, the Leeds United Manager, came onto the pitch to seek to placate the Leeds fans. All he got for his pains was a stoning.

4.32 A number of police officers were caught in the narrow gangways between the two compartments of the terraces at the Tilton Road end. They had to run the gauntlet and suffer violent assault by large numbers of visiting supporters. Rocks, sticks and advertising hoardings were among

the weapons used on them. The police on the pitch had to make repeated efforts to rescue their colleagues.

4.33 One particular group seized hold of a large piece of concrete and used it as a battering ram inside the pen in order to force the gate. In this they were unsuccessful.

#### Second Half

4.34 The game recommenced at 4.32pm and was uninterrupted. Throughout the second half, the police continued to be the subject of missile attacks and spitting.

4.35 At the final whistle, the pitch was invaded by both the Leeds and Birmingham supporters. Once again the police managed to keep the fans apart, but they were subjected to a considerable bombardment. The Birmingham supporters began throwing boardings and broken seats. The Leeds supporters were also ripping up seats and throwing them. As a variation they also dug up the concrete terracing and started using pieces to pelt the executive boxes. Some began tearing the goal netting down. Yet another group tried to set fire to the refreshment hut on top of the Tilton Road terraces. The wooden poles of the advertising hoardings were used as missiles at the mounted police.

4.36 Inspector Turner described it in this way. "As the barrage of missiles increased I ordered the mounted officers to draw their batons to defend themselves and drive the supporters back into the seating area and back over the wire fence. After a pitched battle, which lasted some 20 minutes, the Birmingham supporters were forced out of the ground, through the Emmeline Street entrance and away from the ground itself. The Leeds supporters were contained behind the wire fence and they began to leave the ground by the Tilton Road exit".

4.37 A number of the mounted officers had NATO style helmets - it did not prevent Sergeant Fitzmaurice from having his nose broken by a lump of flying concrete and his clothes were drenched with blood. WPC Nagle described how she was hit by a missile and received wounds necessitating six stitches. The three male policemen alongside her became stretcher cases.

4.38 Inspector Turner's description of the events as a pitched battle is accurate and succinct. It does not begin to convey the frightening and terrifying scene depicted on the video film which more clearly resembled the Battle of Agincourt than a football match. Still photos of some of the missiles and damage appear in Appendix 7.

4.39 Although the Birmingham supporters started to leave, they were unwilling to give up the battle easily and they continued to throw large stones and other materials, including advertising hoardings, seats and pieces of wood. The police had to equip themselves with defensive shields to disperse a large group of several hundred strong in a play area outside the ground. Youths were pulling up a children's slide from the concrete, taking swings down and removing the chains from the swing seats. Eventually they were put to flight.

4.40 There were many subsequent confrontations between rival fans and between fans and the police. Vehicles and property were indiscriminately damaged. A party of Asians returning from a wedding, in a coach, were stoned and injured. The vehicle was severely damaged.

4.41 Finally, about 7pm, a sort of peace descended on St Andrews.

4.42 Only the timely and courageous intervention of the police between the rival supporters prevented a disaster of Brussels proportion. Apart from the damage to property, which is estimated at some £85,000, the casualties known to the police are as follows:-

	<u>Police</u>	<u>Non-police</u>
Injured	148	88
Conveyed to hospital	21	60
Subsequently unfit for duty	27	-

In addition there were many more members of the public who received immediate first-aid treatment in the St John's First Aid Centre below the main stand. Sheer volume necessitated the St John's Ambulance Service discontinuing their recording procedures. They are thought to amount to some 400 persons. One lady member of St John's was kicked while tending a patient.

## Collapse of the Wall

4.43 The game finished at 5.17pm. Some 35 minutes later, a wall which ran between the Tilton Road terrace and the car park collapsed. Tragically, a 15 year old boy, Ian George Hambridge, received fatal injuries. There were injuries sustained by 17 other members of the public, three police officers as well as damage to vehicles.

4.44 Between the end of the game and the collapse of the wall there were still a number of supporters in the Tilton Road terraces. Missiles were being thrown at the executive accommodation in the main stand. A loud-hailer warning given by the police had little effect. The police entered the enclosure in order to disperse missile throwers and those surrounding the refreshment bar. As a number of people were leaving the enclosure, going towards the car park, the wall collapsed.

4.45 There are differing explanations of how that came about. First that spectators were climbing over the wall; second, that it was deliberately pushed; third, that the collapse was caused by the crush of spectators who were leaning on it or were being pursued by police officers; and finally that it simply collapsed without any intervention.

4.46 A number of spectators and police officers at the game described their experiences. Mr Hudson described being on the terrace and going out through a door at the exit end of the stand. He said "There were a few people going through the door just in front of me, there wasn't a rush to get through, but I had moved forward in the queue to get through the door. Just as I got to the door I looked back behind me into the terrace and I could see the Leeds fans running up the terrace. I couldn't see any police at that stage. I walked through the door." Then he described the wall falling on him.

4.47 Mr Pugh described seeing police on the terracing who were coming up towards the refreshment hut and the wall. He described bricks being thrown over the wall from inside the ground and he was between a couple of cars when the wall fell on him.

4.48 Mr Garfield described being in the car park, he saw the wall come out, it struck him. It appeared to him that some supporters had come over with the wall. He said that when he had walked down the steps and out of

the door leading into the car park, there was just a steady trickle of people leaving and there was no pushing or shoving.

4.49 Miss Kathy Dwan was also in the car park. She saw the wall coming slowly down towards her. She said: "I don't know what caused the wall to collapse but I remember seeing some fans sitting on top of the wall before it came down."

4.50 Mr Thomas Phillips said "I heard someone call that the police were coming. At this time I was right up against the wall pressed against it. I heard the wall creaking and saw it split away and come out from its joints. I pushed Maria away from the wall and tried to steady myself but I fell with the wall down quite a drop ... I think it was the pressure on the wall with all the fans coming down which made it collapse."

4.51 Mr Matthews said that after the game he drifted with the crowd across the terraces towards a point below the refreshment hut. "I ran down the wide steps to a wall ..... There was a crowd about four or five deep trying to get through the door. I joined the crowd and quite physically forced my way into the side of this crowd. There was about another three deep behind me. Suddenly many more joined on behind the crowd as the police arrived. I was trying to get out because I didn't want to get batonned. I was catapulted through by the pressure of the crowd and shot across the car park. I think the wall collapsed purely by the pressure of the crowd trying to get away from the police. People were literally terrified."

4.52 Mr Pearce described it in this way. "I was standing by my car with my friend Brian when I saw the fans inside the ground rocking the wall. There was about a couple of hundred of them and a general melee behind them. They were rocking the wall backwards and forwards and chanting. This went on for some minutes and I said to my friend Brian that I thought the wall was going to go any minute. I could see the heads and shoulders of the fans over the top of the wall and the wall went. It came away from the stand end first. It all seemed in slow motion .... When the wall collapsed there were only a few, about ten who came down with the wall. There were others who just jumped down on top of the fallen bricks and ran off. There was no crush behind where the wall collapsed."

4.53 Mr Broadhead said he saw people lined up along the pathway alongside the wall and they were trying to leave the terraces through the gate. "It was only a small gate and there were plenty of people trying to get through. I didn't see any people trying to climb over the wall. Then about four or five policemen came across the terrace. I first saw them at the end of the stand and continued towards the gate also at the end of the stand. When the police reached the crowd by the gate they started to panic and began to run alongside the wall from the direction of the gate towards the end of the terrace. It was then that the pressure of people against the wall caused it to collapse. I didn't see anybody kicking the wall there were too many crushed up for them to have enough room for them to swing their legs. I didn't see anybody trying to climb over the wall. I saw the wall collapse out away from the terraces."

4.54 PC Claydon described a mass of persons trying to get through a small doorway alongside the brick wall when it suddenly collapsed over a length of some 60 feet. PC Suthers was in the car park with other officers. He said: "I saw another group of youths had gathered near the parked cars beside the ground perimeter wall..... As we approached and were about 30 feet away from the wall I saw people climbing over the top from inside the ground. I then saw the wall begin to bulge and slowly fall forward towards the cars."

4.55 Chief Inspector Allen described the clearing of the Tilton Road terraces in this way: "Once my officers had reached the perimeter fencing at the front of the Tilton Road terrace, I instructed them to enter the terraces and to form a cordon from the bottom to the top. This they did. Missiles continued to be thrown at us, particularly by those fans who had been throwing at the directors' boxes. I instructed my officers to move across the terraces. The cordon moved across the terraces towards the exit gates by the refreshment hut. I saw Sergeant Dunkin and his officers make their way across the bottom of the terraces, in advance of the cordon in pursuit of the missile throwers who continued to bombard the officers. As they did so I could see that missiles were still being thrown into the ground from the directors' car park. At this point I would estimate that only about 400 fans were left in the ground..... The police advance across the terraces had been a controlled exercise with the intention of clearing the terraces, it was not a 'charge'; the purpose was to 'shepherd' the remaining fans from the ground."



Chief Inspector Allen heard the collapse and estimated there were no more than 30 fans standing on the concrete landing when he emerged into the car park, which was only seconds after it had collapsed.

4.56 Chief Inspector MacDonald said that at no time did officers under his command charge up the terrace towards the Leeds fans as it was a controlled advance designed to push them out of the ground via the large double gates at the rear which were open for that purpose. He described about 40 feet of the wall collapsing for no apparent reason. He said that he had policed most of the matches at St Andrew's this year. On at least four occasions he had seen more people either against the wall or sitting on it. In particular during the Oxford United and Manchester City matches visiting supporters climbed onto and pressed against the wall in order to taunt home supporters in the directors' car park.

4.57 PC Grant was on the terrace. He saw a number of police officers directing supporters out of the large gateway. He could also see some of the Leeds supporters jumping against the wall in front of him in an effort to see over it. When he was at the wall there were about 90 youths milling around on the terracing in front of the wall when suddenly a large section of the wall collapsed and the fans who had been standing next to it fell over the edge. PC Grant was only a matter of feet away at the time the wall collapsed and could see no apparent reason for the collapse. There did not seem to be any undue pressure as most of the supporters appeared to be moving to the right towards the exits. He said that he saw no crush or undue pressure on the wall and there was no panic among the crowd who were moving in a reasonably orderly way to the exit.

4.58 Sergeant Biddle was in front of the refreshment hut. He saw there about 100 fans alongside the wall adjacent to the directors' car park and a number of them were looking over the wall into the car park. He shouted to the fans to move away towards the exit gates and as the nearest ones began to move to his right, the wall, suddenly without warning, collapsed onto the directors' car park.

4.59 Sergeant Dunkin was at the top of the terrace. He saw the police officers directing people towards the gates at the rear of the Tilton Road end. In front of him there were approximately 80 to 100 supporters milling around on the level by a high brick wall. He said some were scrambling onto

the wall just getting their head over it and peering over it into the directors' car park. He described the wall collapsing in one section of about 30 feet. He said that there appeared to be no undue pressure on the wall. Most of the supporters appeared to be moving towards his right to the exits.

4.60 PC Jarratt was at the rear of the kiosk and could see a group throwing missiles down the terracing. One youth was sitting on top of the wall and three others were trying to climb onto it.

4.61 PC Lewis approached the top of the terracing. He could see that the refreshment hut was burning. As he neared the rear of the refreshment hut he could see approximately 40 supporters, some of whom were throwing missiles down onto the terraces,. His attention was then drawn to a youth sitting on the perimeter wall and three others trying to climb onto it. It was at this stage, he said, that he saw the wall collapse and a number of people fall with it. He added that as far as he could see, there was no excessive pushing and people were moving in an orderly fashion.

4.62 PC Wood, who was in the car park, said that stones were being thrown and fans climbing out of the ground over the perimeter wall. It suddenly bulged and came down and a number of fans fell on top of the wall from inside the ground.

4.63 PC Brindley was in the car park when he saw fans inside the ground begin to climb over the perimeter wall into the car park. The wall slowly collapsed in one piece.

4.64 PC Scrimgeour was about 50 or 60 yards from the wall. He said there were a large number of fans on the top of the wall visible from the waist upwards. He thought there seemed to be a surge of fans from inside the ground pushing up against the wall when it suddenly, without any warning, moved outwards. Neither he nor PC Suthers, who was with him, saw anyone climbing over the wall prior to its falling.

4.65 PC Nichols saw a large number of people by the wall and some on it. He thought the fall was caused by people pushing against it.

4.66 Superintendent Fowler was aware of six or seven youths who ran out of a small door; he saw two policemen run out through the same door

and follow them. He was not aware of a large number of people being pressed against the door or of large numbers of people falling with the wall.

4.67 There is some evidence that coping on the top of the wall had been removed by a number of supporters earlier in the match.

4.68 PC Tipping was close by the wall. He saw fans on the terrace surge down the side of the terrace towards the side wall, presumably heading towards the exit gate, when it collapsed outwards.

4.69 PC Lovell was manning a barrier in the car park. He could see Leeds supporters on the terraces gathering together in a large crowd and police officers moving up the terraces in order to disperse the supporters. They were not making any threatening manoeuvres. As they did so, the Leeds supporters massed together in a crush and were still throwing missiles. He saw the whole length and height of the brick wall lean outwards and then break up into large lumps of brick and concrete and he said the supporters had also been standing on top of the wall. They jumped off and those behind it fell onto the collapsed wall.

4.70 PC Belcher and PC Davies described fans leaving by a gate to the East of the stand. PC Davies says there was a tremendous surge of people waiting to leave and he had difficulty assisting them through the doorway when he was suddenly aware of shouts and the wall collapsing.

4.71 Inspector Turner was in the car park; he saw people climbing over the top of the wall from inside the ground. He then saw the wall begin to bulge and fall slowly forwards.

4.72 The wall itself has been the subject of a report by the County Surveyor for the West Midlands County Council. The report states that it was 30 years old and had been increased in height by 2 feet about eight years ago. It was one brick thick and it was free standing. The materials from which the wall was constructed were in a satisfactory condition, although the mortar used appears to have been a weak mix. The collapse appeared to be due either to sustained pressure by a large number of people from the side, or to people shaking the wall. It is not thought that people climbing over or on it would have caused the collapse.

4.73        It is not possible for me to be sure how the brick wall came to fall but in my judgement the most likely explanation is the surge of people. The collapse of the wall caused injuries to members of the public and three police officers. It also caused the death of Ian George Hambridge aged 15.

4.74        This was his first visit to a football match. He came from a respectable family. He went with three friends to the game and became separated from them. There is nothing to indicate that he was involved in any violence or was other than the innocent victim of the collapse of the wall.

Why did the riot start?

5.1 I have described what happened and how it happened and the next question is why? A number of reasons have been suggested to me.

Drink

5.2 There is no doubt but that drink was a substantial contributor to the violence that took place. The visiting supporters had opportunities to purchase and consume quantities of liquor outside the ground. One of the difficulties facing police, when a large number of spectators present themselves outside football grounds in a state of inebriation, is how best to deal with them. The police find it easier to control them if they are inside a ground, penned, than if they are turned away with all the aggravation that involves and are let loose on a comparatively unprotected town or city. It is also equally certain that a number of the fans remained sober, so as to organise and co-ordinate the troubles which took place.

5.3 In the ground there were two areas only where drink could be obtained. One was at the Birmingham City Supporters Club and the other at "D" Club - a licensed members' club. Membership was essential before drink could be obtained there. No problems arose from there being drink available at those parts of the ground. Thus there was no drink available to the general public on the ground on the day of the riot. Ironically it was the only match of the season when it was not available.

5.4 There is no doubt that the late entry of fans into the ground had an adverse effect on crowd behaviour. One of the unintended consequences of making drink unavailable inside grounds, is that there is a tendency for fans to hang about in public houses until the last possible minute and for them then to become frustrated and angry when they have to queue to gain entry to the match. One of the factors causing the crowd outside to break into the ground at Birmingham was their belief that they would not be able to enter the ground in the proper way before the football match commenced.

## Political Activity

5.5 There is a good deal of evidence from responsible witnesses that political activists are involved in troubles at football grounds in England, although it seems not to be a problem in Scotland. To some extent grounds are used for recruiting for these political activists. There were found on the Birmingham ground a number of leaflets belonging to the National Front. One fan - who for obvious reasons shall be nameless - said: "Quite early on in the game I heard a rumpus behind me in the seats and turned to see two policemen escorting a teenage Pakistani youth from the stand onto the back of the stand. As this was going on I could hear about 50 of the Leeds fans chanting 'Sieg Heil, Sieg Heil.' They were standing up with a Nazi salute aimed towards the police. I could see that several people near me were wearing Nazi arm-bands, mainly teenagers, there were a few skin-heads among them. The arm-bands were with a red background, white circle and a black swastika in the middle."

5.6 A transit van returning to Leeds after the Birmingham incident was seen to be carrying Leeds supporters, sporting swastika arm-bands. Sociological research on the activities of the politically far right at football matches suggests that many young fans who espouse racist views, or who join in racist chants, have little real idea of the politics of groups like the National Front and the British Movement. I shall need to inquire more deeply in due course into this aspect.

5.7 So far as Birmingham City Football Club is concerned, Chief Superintendent Gilbert, who carried out a detailed inquiry into what happened on this day, said: "During the season just concluded, I have not detected any political lobbying adjacent to the ground on match days. I have not detected political activists recruiting or provoking problems." He accepted that activities in political demonstrations which attract an element of youngsters prone to disorderly conduct are also present in activities surrounding league football. It must be anticipated that some would be active in both spheres of public disorder.

5.8 He concluded "Obviously I am mindful of the reported development of political incitement but if there are trends they have not overtly manifested at St. Andrew's." He went on to say "It is worthy of note that the troublesome Birmingham supporters comprise assorted ethnic groups." Certainly those who took part in the riot, and were visible on the video, comprised spectators of different colours and race.

#### The Club

5.9 Birmingham City has quite a good record so far as crowd violence is concerned. The Railway Stand, which is all seating in two tiers, has no perimeter fence in front of it. It was designed to encourage families to occupy it and to make them feel that they were not being treated as violent spectators. It is the aim of the club to encourage the development of a family area there, though that has not fully succeeded. Because the spectators in the Railway Stand were able to get out, and were joined by home supporters who got out of the Spion Kop, the police take the view, and rightly, that the blame, so far as supporters were concerned, was equally divided.

5.10 It is fair to say that the club had had little or no trouble from the Railway Stand before, that it must be good policy to seek to trust supporters, and that it was the continual bombardment by Leeds fans of the police which initially started the trouble.

5.11 The police and the Football Club correctly anticipated the number of visiting supporters. They deployed sufficient police to cope with the number. They adopted the proper tactics for segregating fans. It may be said that if the Birmingham fans in the Railway Stand had been behind a perimeter fence there would have been less trouble. This is true. It is one matter of criticism which can be made, in my view, about the arrangements for the match. The other is that spectators were able to climb over the fence at the Tilton Road end and the Spion Kop.

5.12 Some criticism has been voiced to me that, if the police had taken more robust steps to clear the Leeds supporters from the refreshment hut at the top the terrace at Tilton Road end and had not urged fans by means of a loud-speaker to get off the roof, considerable trouble might have been avoided. Having regard to the numbers and behaviour of the fans who were in the terraces at Tilton Road end, I do not think there is anything more that the police could reasonably have done to prevent violence occurring.

5.13 It has also been said that the involvement of Birmingham fans in these incidents was to a considerable extent a consequence of the visit of a large Leeds contingent at a particularly sensitive stage of the season, and that it was the largely Leeds inspired disorders, which began the build up to the seriously violent scenes inside St. Andrew's involving both sets of supporters. It was the disorderly behaviour in the beginning of a small number of Leeds fans, which around half-time provoked a disruptive response from young Birmingham City followers. At the end of the game these roles were to an extent reversed, with the actions of local fans arguably fanning the flames of disturbance.

5.14 Criticism was made of the fact that there were no, or insufficient, police officers inside the pens housing visiting supporters. This, it was said, provided a greater feeling of immunity from arrest among the fans, and enabled supporters more easily to attack the police when earlier and firmer control might have prevented it. Having seen the film and heard how the police were deployed at the Tilton Road end, I do not myself subscribe to this view.

#### The Turnstiles

5.15 The turnstiles at the Tilton Road end were antiquated and poorly sited. Only five out of eight were in use because of the failure of their operators to appear. Although some visiting supporters arrived in very good time, there were a large number of visitors who appeared simultaneously shortly after 2 p.m.; this caused considerable problems at the turnstiles.

5.16 The truculence and inebriation of a number of fans made entry even more difficult. Some simply vaulted the turnstiles, others got into the ground in other ways. It is unlikely, even if there had been more turnstiles, that trouble would have been avoided.

#### Conclusion

5.17 The reason why there was disorder was that a substantial number of visiting supporters, full of drink, came to Birmingham deliberately to cause trouble, and thereby sparked off the Birmingham supporters whose subsequent behaviour was as bad as, if not worse than, that of the visitors.



## CHAPTER 6

### What lessons are to be learned?

6.1 I have made it clear throughout this inquiry both at Bradford and Birmingham that I am not going to apportion blame. I wish to identify what lessons are to be learned so that they may be applied in the future.

6.2 There seem to me to be four ways, apart from abolishing football altogether, in which hooliganism can be prevented at football grounds. They are:

1. Physically to prevent hooligans who are in the ground from disturbing football matches.
2. If that is not possible, to prevent them attending football matches.
3. When they do behave like hooligans, to identify them.
4. When they are identified, to apprehend and punish them severely.

### Preventing hooligans who are in the ground from disturbing football matches

6.3 So far as preventing spectators from behaving like hooligans at a football ground is concerned, most reputable clubs now follow the memorandum to Football League Clubs regarding crowd control written by the Football Association and dated 17 August 1983. A copy is at Appendix 8. It will be seen that it is mandatory for clubs to make arrangements for segregation of rival supporters; to make detailed prior planning in conjunction with the police, the opposing clubs, rail and coach operators and supporters travel clubs, at least ten days before a match; to ensure that terraces are kept free of objects that can be used as missiles; and to liaise with the police for the escorting of visiting supporters to and from the ground. There are several other recommendations in the document.

6.4 Criticisms have been made of particular clubs that their preparations for reception of visiting supporters have not been very good. Those to whom I have talked seem to me to show a high degree of efficiency and conscientiousness and to co-operate with all the other authorities over segregation problems. There is a great sense of responsibility among the club officials and a desire to tackle the problem energetically.

*in England and Wales*

6.5 Most football grounds are now built like medieval fortresses, with pens at each end, with barriers designed to prevent spectators climbing over; with gates, fences and protective wire to prevent rival fans bombarding each other; and with the use of what is called a **sterile area** - a no man's land. The pens are built so as to ensure that the rival fans are, for practical purposes, locked in during the course of the game, so that they are not able to get at the opposition.

6.6 These arrangements have evolved over the years. Their use is deplored in some circles. They enable fans to identify with other supporters. They create a sense of camaraderie and immunity from attack. They polarise the respective factions. They may create a worse standard of behaviour because the fans feel they are being treated as violent people. For practical reasons, however, it is not now possible to allow rival fans to be present at a ground unless they are both segregated and penned in.

6.7 Some time before a match is played, the police and the club will normally liaise, and like members of the general staff preparing for battle, discuss the strategy for the particular match. Police forces now have a member of their staff whose job it is to deal with football problems in the area. Intelligence about supporters is gathered by police football liaison officers. Consideration is given to the history and past conduct of both home and away supporters; the estimated size of the crowd; the estimated number of away supporters and the mode of travel; the history of the previous encounters; the importance of the result; the absence of close proximity of other matches in the area and the press and other media reports.

6.8 Naturally, police have to take into account other functions which may need their attention, as occurred at Birmingham on the day of the match. The clubs have to consider whether to make it an all-ticket game; whether to sell tickets at an earlier date; and whether to have it in the morning or afternoon. The railway authorities have to arrange special trains. Motor vehicles are hired in large numbers for transport of supporters. The clubs have to arrange for their supporters clubs to be taken to the ground and to be stewarded. Thus, long before the game is actually played, a very large number of people are engaged in trying to devise a safe way of ensuring that a game of football takes place. The expenditure of time and resources is enormous.

6.9 When the game actually takes place, the number of police deployed at football matches, both inside and outside the club, is very great. It is an enormous drain on the resources of the police, and on rate-payers and tax-payers

who eventually pay the greater part of the cost. At Birmingham on 11 May, 207 police officers were designated to cover the fixture but it was arranged that there should be the facility to increase the presence to approximately 400. At Norwich City in 1984/85 at a low priority game (i.e one where no troubles were expected) there were between 135 and 194 officers involved, for a medium priority game 225, and, for a high priority game, as many as 353 police officers were required.

6.10 The figures for the number of police officers deployed at league matches in England and Wales on 23 March 1985 averaged 216 in the First Division with as many as 330 at Leicester City. In the Second Division there were as many as 280 at Sheffield United. In the Third Division there were 106 at Derby County and in the Fourth Division there were as many as 90 at Darlington. Officers deployed at Luton Town represented nearly 23% of the local police force. At Norwich on one occasion it represented nearly 33%. At Chelsea normally about 500 officers are on duty whenever they have a home game. On 23 March 1985, in all 4,457 officers were deployed to deal with some 329,000 spectators. This was about 1 officer for every 75 spectators.

6.11 The number of arrests does not necessarily give a true picture of what happens at a football ground. If there is a riot the police officers may be so engaged in defending themselves, or protecting opposing fans, that they may have little or no opportunity to make arrests. There may also be cases where, because of the very substantial number of police, there may be no trouble at all. Thus at Birmingham on 11 May 1985, there were 63 people arrested prior to the match and outside the ground, 38 at the ground and some 22 after the match outside the ground.

6.12 The figures for league games in England and Wales played on 23 March 1985 show that there were 38 arrests in the First Division, 65 in the Second Division, 10 in the Third Division and 10 in the Fourth Division. The number of arrests on 23 March was thus 123 out of 329,000 spectators, which represents roughly one arrest for every 3,000 spectators. The figures provided by Leeds United show that in the 1984/85 season, with a total attendance of some 372,000, the number of arrests was 148. In the 1970/71 season the number of arrests was not substantially more (a total of 174) but the attendance was over one million, i.e., three times the present number.

6.13 These figures tend to support the view which has been expressed to me that notwithstanding the ever increasing police presence, the number of arrests

and the level of violence has increased. In 1969, the figure of one policeman for every 1,000 spectators was regarded as the norm. It is now one policeman to 75 spectators.

6.14 It is also important not to exaggerate the amount of trouble at football grounds. Many clubs go through a season with little or no trouble; others have trouble only infrequently, many are trouble-free even when visited by supporters who have acquired a reputation for violence.

6.15 Responsible football clubs have, over the last ten or fifteen years, done all they reasonably can to prevent trouble. They prepare with the police a battle plan. They construct the ground with pens, concrete terraces, iron gates, grills, bars and fences. They instruct their stewards, they arrange for the presence of large numbers of police officers. But what is quite clear, and it emerges with startling clarity from what happened at Birmingham, is that notwithstanding all the precautions which are taken, which include preventing drink being sold in the ground, policing to and from the station, the provision of special trains and the segregation of fans, trouble still continues.

#### Seating

6.16 One of the ideas for controlling violence was to introduce "all seating". That appeared on the face of it to be a sensible idea. It failed however to take account of the idiosyncracies of football fans. A lot of them it seems do not wish to sit down; they wish to stand. They wish to stand, apparently, because there is for them a special atmosphere in being on the terraces. If seating is provided for them, they may well tip back the seats and stand in front of them; then stand on the seats; and finally rip up the seats and use them as weapons. Coventry City, between 1981 and 1984, tried an all-seater football ground. It was not a success for a variety of reasons and it may be the experiment should be pursued. *Certainly, at Aberdeen and Ibrox Park it has proved a success.* But all the evidence from the football authorities is that it is by no means a complete answer to the problem.

#### Drink

6.17 One view expressed to me was that if bars inside grounds were opened before matches for a short period (because it is not always possible to obtain a drink in a ground very quickly) the amount of drinking would thereby be cut down; people would enter the ground in proper time and the problems of drink and late arrival would be avoided. Since <sup>I</sup> started this Inquiry you have taken steps

to deal with the drink problem by means of the Sporting Events (Control of Alcohol etc) Bill. It is therefore no longer a problem for me to consider.

6.18 It is worth observing that a similar provision in Scotland (the Criminal Justice (Scotland) Act 1980) had a quite outstanding effect. The number of police at Celtic for instance was reduced by 50% after the introduction of the Act. Missiles in the form of bottles and cans have substantially disappeared and whereas in the Celtic/Rangers game of 1980 (before the Act) there were 219 arrests, in 1983 there were 38). Experience this last football season, however, does not confirm this view.

#### Violence

6.19 It is said that these are hooligans who use violence at football matches; that they are not football's hooligans and that if only a cure were found for violence then football hooliganism could be cured overnight. There is much force in this argument. A football ground is a magnet which draws violence towards it. That is not, in my view, the fault of the football authorities.

These hooligans could easily go to a rugby league ground or a cricket ground or a race track. There has always been violence in society. It seems to me impossible to prevent people being violent anymore than it is possible to prevent people being dishonest. There are those who link violence and dishonesty to the social state of the nation. It is beyond the scope of this interim report to offer suggestions for preventing violence in general anymore than it is possible to suggest answers to dishonesty in general. Nor does preventing hooligans from being violent at football matches stop them being violent elsewhere.

6.20 It is because football regularly attracts groups in large numbers, ready to confront each other, that it is substantially different from other activities. It is the scale of violence when it occurs which is so worrying. Ideally one should seek the underlying causes of violence and deal with them if that is possible. But I believe that there will always be people who are violent, no matter what their condition in life, or the economic circumstance of the environment in which they live. They will never alter their ways. Even if the causes were known, to remedy them is likely to be a very long term process. What is needed immediately is relief for ordinary people both inside and outside the football ground from being victims of attack.

6.21 Given that football clubs in general terms have done all they can to physically prevent hooligans who are in the ground from disturbing football matches, and have not succeeded, what other precautions can now be taken?

Preventing hooligans entering the ground

6.22 Hooliganism at football matches is nothing new. There are records of incidents in the 1880s and 1890s. It is a matter which has been the subject of almost annual inquiries by many knowledgeable and diverse bodies.

6.23 The English, Scottish and Welsh football authorities are equally anxious to find a solution; so are the police, the Government (responsible for law and order), the ordinary spectator who wants only to enjoy an afternoon's harmless entertainment, and the householder or shop-keeper who lives close by a football ground and simply wants to be left in peace. I have to say, therefore, that if there were a simple solution to the problem it would have been found years ago.

6.24 It is important to recognise that I am asked to deal with the problem of hooliganism inside the ground. There is a danger in thinking that if hooliganism inside the ground can be prevented it will vanish outside the ground. Nothing can be further from the truth. Those who live in the cities or towns where football takes place know only too well what a Saturday afternoon can be like when fans go on the rampage. There is damage to shops, houses and motor cars. There is violence threatened or violence offered. There is vulgar abuse from fans, who leave in their wake destruction, frustration, anger and resentment. There are many instances reported to me of groups waiting outside the ground or at the railway station to ambush the opposition.

6.25 It is important too to recognise that the hooligan is not always a football supporter, nor is he necessarily interested in the results of the particular match or in football in general. An outing to a football match is for him an opportunity to display fighting ability and to take part as a gang in an attack on an opposing gang. There are, of course, a large number of people at a football match who may rush onto the field or behave contrary to their natural inclination because of the excitement of the moment. It is not with those that I am concerned. It is important to recognise that hooligans form a tiny minority of the spectators and that most supporters are keen to enjoy the game they love. They are law abiding and responsible. Those genuinely interested in football form a substantial proportion of the population.

6.26 There is clear evidence that there are among groups, particularly of visiting supporters, organised gangs whose object on a particular occasion is to engage in tribal warfare with the rival supporters and additionally with the police. They are drawn to football grounds like bees to honey. They find the use of a football ground particularly attractive, firstly, because the date, time and place are fixed; secondly because they know there will be an opposing gang there; thirdly, they know there will be police there who can be attacked; fourthly, they will be supported by those who surround them who otherwise would not be involved; and, finally, they will get the marvellous publicity which attends any form of public violence.

6.27 If they were not at a football ground behaving in this way, at least some of them would be involved in gang warfare on the street corner or running amok in the city centre.

6.28 One of the statistics which emerges is that visiting fans are more likely to be arrested than home fans. This could be due to the enthusiasm of the "home" police. But more likely it supports the view generally expressed by football management that it is the presence of visiting supporters which generally leads to trouble at football grounds. At Chelsea, for instance, the breakdown of arrests both inside and outside the ground shows that Chelsea supporters arrested represented one in every 1,500 spectators while visitors represented one in every 300. In 1976, when Glasgow Celtic played away, there were a total of 185 arrests out of a total crowd of 330,000 which was roughly one in every 2,000; when they played at home there were 232 arrests with attendances of 750,000, that is one in every 3,000.

6.29 The position was even more marked with Glasgow Rangers. In 1976, when Rangers played away, there were 233 arrests with a total attendance of 432,000 which again represents one in every 2,000 attending, whereas at home there were 102 arrests in 736,000 which is one for every 7,000 spectators. The figures for Leeds United in 1970/71 show that there were eight matches in which there were no arrests and four of them were at games where overseas clubs were playing.

6.30 It is impossible for a club fully to control their supporters when they play away. It can get the supporters to join the supporters' club, send them away in supporters' coaches or supporters' trains with their stewards, and, so far as they represent the Club, exercise some control over their behaviour. If they do not behave when they are at an away ground their membership of the

supporters' club can no doubt be withdrawn. But that fails to take account of those who call themselves supporters of a particular club, but whose affiliation with that club is tenuous, and who seek to avoid travelling officially in order to escape the sort of discipline which a club can exercise.

6.31 Instead of going on the supervised train or the supervised coach they will travel in hired minibuses, they will have acquired a considerable amount of drink either on the way or while driving, they represent no-one but themselves, and the object of some of them at any rate is simply to enjoy the battle. Hooligans no longer necessarily dress the part. They are well organised and take care to keep out of the limelight before the battle starts.

6.32 While a number of clubs have a very bad reputation because of their so-called fans there is really very little that they can do to control them. It is because of them that the substantial trouble arises.

6.33 Thus it is now quite clear that away supporters cannot be controlled by the club whom they purport to represent. The only control which can be exercised over them is that by the police, inside the ground. The number of police who have to be deployed is increasing; it is now an immense burden on them and on the community. It is quite wrong that the police should be subjected to the violence which occurs at football matches, or that the public should continue so to be subjected. The football authorities in England and Scotland have suggested that police presence should be increased. It would, I suppose, theoretically be possible so to increase the size of the police force, that violence could be totally controlled. One officer to 1,000 spectators was the norm in 1969. It is now one officer to 75. By 1995 will it be 1 to 1? Alternatively, it is suggested a more repressive style of policing could be introduced even though that would be totally alien to our way of life. Neither course seems particularly attractive.

6.34 It is not therefore unreasonable to ask why, if a function such as a football match acts as a magnet to violence, the public should have to put up with it or why the police and the public should be required to spend so much money and time in controlling it, or why the damage to property and life and limb should be allowed to continue.

6.35 In Europe the problem has been solved by banning English supporters. The time has not yet come in Great Britain when it would be right to say that if



football continues to attract violence then football must cease. But given that it is not possible to control determined violence without injury and damage, even when all precautions have been taken, other steps must now be taken to prevent the situation continuing.

6.36 If it be a correct analysis that substantial violence at football matches arises by reason of the confrontation of rival fans, then one solution would be to ensure that rival fans were not present at the same game. Attempts have already been made to prevent this by having all-ticket matches. This is done by various means, either by selling the tickets during the week (which opposing fans cannot readily buy), by having vouchers in programmes, and by other means. It may also be decided to play a game early in the day to discourage rival fans from travelling.

6.37 Unfortunately while these attempts have in some cases been successful they have not been universally so. Thus, while it may be possible to prevent Chelsea fans from getting tickets at Newcastle, it is not possible to prevent Everton fans getting tickets at Liverpool, or Ranger at Celtic, or Arsenal at Tottenham. Likewise, starting a game at 11 am, while sometimes successful, has on occasion resulted in fans arriving overnight with nowhere to go and nothing to do, save to drink, with chaos and violence ensuing in that particular town.

6.38 There has been an additional problem, which is that even when it has been announced that a game is all-ticket, fans have arrived without tickets at a ground and demanded entrance. For reasons of security, the police would rather have the fans inside the ground and accordingly they have been let in. This has become such common knowledge that all-ticket games are not regarded now as being the complete solution to the problem.

6.39 However, all-ticket games are <sup>at least in England and Wales</sup> one of the ways to ensure that only home supporters are admitted to the ground. Chelsea contemplated introducing a sophisticated scheme, with the use of computers, for membership of its ground. Membership would have entitled a fan to sit in the best parts of the ground. It was not, however, intended to exclude other fans, who would have been admitted only to less favourable parts of the ground.

6.40 It was, however, a limited type of membership scheme. Going one step further, there is no reason why each club should not introduce a system, so as to ensure that only their own supporters are able to visit their own club.

6.41 Quite clearly, nothing of that sort could possibly be introduced in the immediate future at all 92 League clubs. However, it seems to me that membership of a club, and of that club only as the condition of entry may go some way to reducing the level and quantity of violence at a football ground. One suggestion made is that each club should have a registered membership and that admittance to the ground would be forbidden to non members. If the only people allowed into the ground of club A had to be registered members of club A, there is evidence that the amount of violence at club A is likely to be reduced. That scheme envisages no visiting fans at all and membership restricted to one club.

6.42 It has, of course, obvious disadvantages for the club. Firstly all gates are made up to some extent of visiting supporters; numbers vary from match to match and club to club, but on average they amount to some 10% of the gate. Most clubs, I suspect, would be willing to lose the revenue from that 10% if they could have a violence free game.

6.43 Membership of a club will also effectively prevent the man or woman who on the spur of the moment wishes to go along to a match, the "casual" visitor from so doing. That, in my view, is a price which the public and the club have to pay to try and reduce football violence. It will also prevent a fan from belonging to more than one club.

6.44 Alternatively if club A were willing, when playing club B, to allow registered members of club B to enter the ground that would be up to club A, but it would force club B to take responsibility for their own members and ensure that those to whom they issued membership cards were responsible.

6.45 At the present time the visiting club has no knowledge of the so called supporters, or control over them, and quite rightly disclaims responsibility. If a club is to be made responsible for its members it must take steps to ensure that it knows who they are and that they are people whom they are prepared to have in their ground.

6.46 Then, it is pointed out, that it may be an interference with the liberty of the subject to have to have some form of membership or identity card with a photograph. But nobody objects if they have to show a season ticket on the railway or have their photograph on a rail-card. Clubs already have season ticket holders - a number have supporters' clubs which, in some cases, is a form of membership. It is an everyday occurrence to prove identity in some form,

either at work to obtain credit, or in the use of a motor vehicle. No doubt there will be difficulties at the turnstiles, if someone is challenged. There is, as always, room for abuse, each club will have to be alert to ensure that a particular fan does not join more than one club. Additionally, there will be problems which arise when a non-League club plays a League club in a cup game. Thus it may be necessary for non-league clubs to have membership cards.

6.47 But these are problems which can, with goodwill and effort, be overcome. Unless urgent steps are taken to produce some more efficient method of separating fans, football may not be able to continue in its present form much longer.

6.48 The English and Scottish football authorities are against the introduction of a membership scheme, although the Football League in England has set up a working party to examine the problem. <sup>It does not appear to be necessary in Scotland.</sup> I am aware of the difficulties. It may be that straightforward membership of one club is not the only answer to the problem. But that is the easiest to administer and it is simple. Experience will no doubt show what in practice is the best scheme to retain the desirable supporters and exclude the undesirable.

I therefore recommend that urgent consideration be given by football clubs <sup>in England and Wales</sup> to introducing a membership system so as to exclude visiting fans.

6.49 I do not pretend that this is the perfect solution, because home fans can be troublesome (as they were at Birmingham) and decent fans may be kept away. Nor can I guarantee that it will cure football hooliganism. It is not, however, possible for the present situation any longer to continue.

6.50 For some reason crowd control does not appear to be such a serious problem with other forms of sport in this country. That is not to say that there are not unhappy signs in other sports of too much drink being consumed, rowdiness, unpleasant racial overtones and a degree of violence. It is not necessary yet to recommend the application of a membership rule to other sports but the matter should be kept under review.

#### Identification

6.51 The third way in which the problem of football hooliganism can be dealt with is by identifying the hooligans in the ground when they behave like

hooligans. At some grounds I have visited, because a local police force is involved, the same officers are able to be present at the ground at each home fixture, they regularly go to the same part of the ground and they are able to identify the trouble makers. However, at a ground like Chelsea, because a large number of officers are drawn from a wide area of the Metropolis, this is not possible.

6.52 Closed-circuit television of one sort or another has been introduced at a number of grounds and it is clear that it has two very great advantages. Firstly, it may deter a hooligan to know that his acts are being recorded and secondly, it enables the police, even when a game is over and an arrest has not immediately been made, subsequently to identify a hooligan, to charge him and to prove to the magistrates, by clear evidence, the identity of the hooligan.

6.53 The introduction of closed-circuit television cameras at grounds will, in my view, have a marked effect on the incidence of hooliganism and the apprehension of offenders. One of the difficulties the police have in identification and apprehension is that they may be too busy defending themselves or preventing rival fans from attacking each other so that they do not have the time or the ability to pick out an offender. Nor are they able, subsequently in court, to give a clear picture of what happened. This the camera does in the most graphic way.

6.54 I therefore recommend the introduction of closed-circuit television at League football grounds. It may well be that because of cost and location this should only apply in the 1st and 2nd Divisions in England and Wales and at those clubs in the 3rd and 4th Divisions where there is some history of violence. In Scotland I recommend their use in the Premier Division. When and where must be matters for both the football authorities to decide.

#### Punishment

6.55 A constant criticism which I have received from the football authorities and the public is that the police do not prefer sufficiently serious charges and that magistrates do not impose sufficiently strong penalties. I believe there is a good deal of justification for this view.

6.56 It is important to recognise that the offences that the hooligans commit are offences recognised at law, the maximum penalties for which are not insubstantial. They include the offences of riot, affray, assaults of various

sorts, offences against public order and breach of the peace. There is, however, one matter which may well escape the criminal law and that is throwing missiles.

6.57 Throwing missiles in a sports stadium is easy to do, difficult to detect, and dangerous in its result. I recommend that there should be a specific offence of throwing a missile (and anything thrown will constitute a missile) at sports grounds.

6.58 While the independence of the judiciary of the executive is an important feature of our constitution and courts must feel free to impose in a particular case a sentence which they consider appropriate, it is worth repeating the trenchant words of Lord Justice Lawton giving his judgement in the case of Regina against Wood in the Court of Appeal (Criminal Division) in January 1984: "Before we leave this matter, however, we want to make a few observations about violence at or near football grounds. The kind of conduct which was revealed by the evidence in this case has become common in football grounds all over the British Isles. It is conduct which is causing disquiet. From time to time arrests are made. Sometimes there are as many arrests as were made in this case. The courts during the period since this kind of violence at football grounds has become common have tried to deal with it in various ways. In the past they have usually not imposed custodial sentences unless serious injury was caused. The most usual penalty has been a fine. But violence at or near football grounds continues. We infer that those who have a propensity to use violence are not deterred by fines or by orders imposing only a limited restriction on liberty. It follows, so it seems to us, that the time has come for the courts to impose sentences which may deter those who are minded to use violence at or near football grounds. Unless there are exceptional mitigating circumstances - and it is not easy to see what they could be - youths between the ages of 17 and 21 who are convicted of any offence involving violence towards police officers or others trying to maintain order or to spectators who are not themselves involved in the violence should receive a custodial sentence. In most cases a short detention centre order should be adequate; but if any weapon has been used or a disabling injury was caused or there is evidence that the convicted youth is addicted to the use of violence, a youth custody order would be appropriate. If the injury should be such to amount to grievous bodily harm, as is likely to arise from stabbing, a longer sentence may be necessary. In general, however, there will be a need to ensure a deterrent element in all sentences.

6.59 A number of other suggestions have been made to me as to the cause of football violence.

#### Attitudes towards the police

6.60 When people in responsible positions in public life fail to condemn violence against the police whenever it happens or worse still actually condone it, it does little to lead the young to believe that throwing pieces of concrete or other missiles at the police is other than a pretty harmless exercise. One young policeman at Birmingham said "I didn't join the police force to be dressed up in protective armour and to be a target for rocks and stones from hooligans at football matches on a Saturday afternoon."

#### Unemployment

6.61 The evidence tends to show that immediately after the war there was very little football violence as we recognise it today, and that it started again in the 1960's at a time when there was full employment. The cost of travelling to a ground, of buying drink, of hiring conveyance, of buying a ticket does not tend to suggest that those who go to football grounds are particularly poor. Missiles at Birmingham consisted in part of one pound coins. Some who have been fined £500 were apparently able to pay with rolls of £5 notes.

#### Turnstiles

6.62 A lot of grounds are old. The turnstiles were perfectly adequate to admit fans into the ground at a time when it mattered not on which terrace they stood. Now that there is segregation the siting of a number of turnstiles I have seen leaves much to be desired. Likewise they are often manned by elderly friends of the club who may decide, because they are volunteers or at best part-time employees, not to appear at the match. The inability of fans speedily to go through the turnstiles is a cause of considerable aggravation. I recommend that football clubs review their arrangements for entry and the organisation of their turnstiles.

#### Perimeter Fences

6.63 At Birmingham they proved no obstacle. There is no doubt a limit to the amount of fortification which a club can reasonably introduce. But a standard

efficient perimeter fence with proper exits should not be difficult to design and provide. I therefore recommend that consideration be given to the design of a standard efficient perimeter fence with proper exits.

Why violence at football grounds and not generally elsewhere?

6.64 This has baffled inquiries and sociologists. It is said that football is a working man's game and that accounts for the violence. But the same violence is happily not present (certainly to the same degree) at, for example, rugby league grounds nor at race tracks or courses. At Halifax Town, for instance, there are ten times as many police on a Saturday looking after 1,500 spectators as there are on the same ground on a Sunday when speedway takes place with some three times as many spectators. No one who has submitted evidence, or to whom I have talked, has so far been able to throw much light on this question. I hope that when further evidence is forthcoming and the matter more fully discussed an answer may appear.

Other Matters

6.65 I have also considered the position of those who run on to the pitch and whether that ought to be a separate criminal offence. There are conflicting views. One is that running on to the pitch, while very tiresome and tedious, would be the least serious of offences committed, that it would be much better that the police should arrest those who are plainly guilty of serious violence and charge them with as serious an offence as is possible. Additionally, it is said that a number of spectators come onto the pitch in order to avoid being squashed in pens, being attacked in the pens, or simply because they want to leave and cannot get out elsewhere. The contrary argument is that if it is an offence, people will be deterred from coming on to the pitch and therefore trouble will be avoided before it gets out of hand. I shall need to consider this later at further length.

6.66 One of the advantages of close circuit television is that it enables hooligans to be detected at a subsequent time. It appears, however, doubtful whether the powers of arrest under Section 5 of the Public Order Act 1936 will enable the police to arrest a hooligan subsequent to the offence. I am minded therefore recommend that consideration be given to providing the police with this power.

6.67 One of the disagreeable features of the behaviour of spectators is the chanting of obscene and racist abuse. It appears that this is not treated presently as a criminal offence. I am minded to recommend that consideration should be given to creating a specific offence at a sports ground.

#### Postscript

6.68 Finally may I repeat that this is an interim report only. I am grateful for all the material which I have received so far. I look forward to receiving further detailed evidence from any responsible person or organisation and to discussing any relevant matter with them before I make a final report.

6.69 I have raised a number of issues in this report and highlighted problems and suggested answers where there appears to be urgency because of the approach of the next football season. I shall need to give further consideration and report in more detail when I have had time to consider those representations.

6.70 It is, I hope, apparent that there is no single clear-cut or instant answer to the problem of crowd control. I shall however continue to pursue my task with vigour, remembering the words of Anton Chekov, "It seemed that the next minute they would find a solution. Yet it was clear to both of them that the end was still far, far off, and that the hardest and most complicated part was only just beginning."



## CHAPTER 7

### SUMMARY OF RECOMMENDATIONS AND PROVISIONAL RECOMMENDATIONS

#### RECOMMENDATIONS

1. Evacuation procedures should be a matter of police training and form part of the briefing by police officers before a football match. (Paragraph 3.9).
  
2. The local authority team responsible for issuing safety certificates in respect of designated grounds should, as heretofore, include police officers. (Paragraph 3.15)
  
3. Early attention should be given by the Home Office Directorate of Telecommunications to consider the practicality of producing a more suitable personal radio for the police. (Paragraph 3.33)
  
4. The Green Guide should be amended to include in Paragraph 11 a provision that, wherever practicable, roads within a quarter of a mile of a sports ground should be kept entirely free of parked vehicles. (Paragraph 3.35)
  
5. Consideration should be given to making it a criminal offence <sup>in England and Wales</sup> to have a smoke bomb or similar device at sports grounds. (Paragraph 3.42)
  
6. Those managing sports grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. (Paragraph 3.54)
  
7. Stewards at all sports grounds should be trained in fire fighting. (Paragraph 3.55)

8. In designated grounds it should be a term of the safety certificate that an adequate first-aid room should be provided.

(Paragraph 3.65)

9. There should be urgent consultation between the Health & Safety Executive and the fire authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.

(Paragraph 3.95)

10. Stewards in all grounds should not only be trained in fire precautions and fire-fighting (see Recommendation 7 above) but should also be trained in how best to help the police in evacuation.

(Paragraph 3.104)

11. Paragraph 6.14.6 of the Green Guide should be amended to read: "All exit gates should be manned at all times while the ground is used by the public and be capable of being opened immediately from inside by anyone in an emergency." (Paragraph 3.111)

12. The Green Guide should be amended to contain a specific provision, in relation to stewards,

(i) that they should be trained and instructed to deal with any emergency relating to fire or evacuation (see also Recommendations 7 and 10);

(ii) that they should be given written instructions about the action to be taken in cases of emergency;

(iii) that they should receive practical instruction and training appropriate to their responsibility;

(iv) that no one should be employed as a steward unless they have been so instructed and trained; and

(v) that they should be adequate in number, physically and mentally capable of performing their duties, effectively deployed, effectively supervised and readily identifiable.  
(Paragraph 3.117)

13. Building of new permanent stands of combustible materials should be prohibited as a general rule. (Paragraph 3.132)

14. Suitable and adequate exits should be provided in all sports grounds. (Paragraph 3.138)

15. No smoking should take place in combustible stands, signs to that effect should be prominently displayed and this should be a condition of entry to the ground. (Paragraph 3.141)

16. Fire Authorities should identify and visit all sports stadia in their areas and should prohibit or restrict the use of any stands which, in their view, constitute a risk to spectators because of the inadequacy of the fire precautions. (Paragraph 3.142)

17. In order to ensure a complete record of sports grounds a local registration system should be set up. (Paragraph 3.150)

18. Consideration should be given as how best to deal with temporary stands and marquees. (Paragraph 3.151)

19. The next edition of the Green Guide should make it clear that it applies to all sports grounds. (Paragraph 3.154)

20. Urgent consideration should be given to introducing a membership system so as to exclude visiting fans. (Paragraph 6.48)  
*by football clubs in England and Wales*

21. Closed circuit television should be introduced at League football grounds in England and Wales and in the Premier Division in Scotland. (Paragraph 6.54)
  
22. There should be a specific offence of throwing a missile at sports grounds. (Paragraph 6.57)
  
23. Football clubs should review their arrangements for entry and the organisation of their turnstiles. (Paragraph 6.62)
  
24. Consideration should be given to the design of a standard, efficient perimeter fence, with proper exits. (Paragraph 6.63)

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#### PROVISIONAL RECOMMENDATIONS

( To be reviewed in the Final Report )

1. I am minded to recommend that <sup>in England and Wales</sup> the police should be given the unfettered right of search before entry to football grounds by statute. (Paragraph 3.41)
  
2. Section 10 of the Fire Precautions Act 1971 should be amended with a view to giving the Fire Authority power in cases other than those which are regarded as wholly exceptional. (Paragraph 3.61)
  
3. Linked with the above, consideration should be given to introducing legislation giving powers for the Fire Authority to apply to the High Court for an injunction under Section 10 of the Fire Precautions Act 1971. (Paragraph 3.61)
  
4. Section 10 of the Safety at Sports Grounds Act 1975 should be amended in like manner to Section 10 of the Fire Precautions Act 1971 (see Provisional Recommendations 2 and 3) and an application to the High Court for an injunction should be an alternative remedy. (Paragraph 3.76)

5. The Secretary of State should exercise his powers to designate all sports grounds, whatever their size, to include indoor as well as outdoor activities. (Paragraph 3.145)

6. I am minded to recommend immediate designation of any ground capable of holding over 5,000 spectators, to cover all sports grounds, not merely football grounds. (Paragraph 3.146)

7. I am minded to recommend that consideration should be given to providing the police with additional powers of arrest under the Public Order Act, 1936. (Paragraph 6.66)

8. I am minded to recommend that consideration should be given to creating a specific offence of chanting obscene or racialist abuse at a sports ground. (Paragraph 6.67)

LIST OF ORGANISATIONS WHO SUBMITTED WRITTEN EVIDENCE TO THE INQUIRY

AMATEUR BOXING ASSOCIATION OF ENGLAND

AMATEUR SWIMMING ASSOCIATION

ASSOCIATION OF CHIEF POLICE OFFICERS

ASSOCIATION OF CHIEF POLICE OFFICERS (SCOTLAND)

ASSOCIATION OF COUNTY COUNCILS

ASSOCIATION OF SCOTTISH POLICE SUPERINTENDENTS

ASSOCIATION OF SHOW & AGRICULTURAL ORGANISATIONS

BRITISH AUTOMATIC SPRINKLER ASSOCIATION

BRITISH CYCLING FEDERATION

BRITISH SAFETY COUNCIL

CENTRE FOR CONTEMPORARY STUDIES

CHIEF AND ASSISTANT CHIEF FIRE OFFICERS' ASSOCIATION

COMMUNITY RIGHTS PROJECT LTD

CONVENTION OF SCOTTISH LOCAL AUTHORITIES

CRICKET COUNCIL

FIRE BRIGADES UNION

FIRE PROTECTION ASSOCIATION

FIRE RESEARCH STATION (DEPARTMENT OF ENVIRONMENT)

FOOTBALL ASSOCIATION LTD

FOOTBALL GROUNDS IMPROVEMENT TRUST

FOOTBALL LEAGUE LTD

FOOTBALL TRUST

GREATER LONDON COUNCIL

HEALTH AND SAFETY EXECUTIVE  
HOCKEY ASSOCIATION  
HOME OFFICE

INSTITUTION OF FIRE ENGINEERS  
KENNEDY STREET ENTERPRISES

LEEDS UNITED ASSOCIATION FOOTBALL CLUB LTD

LITTLEWOODS POOLS LTD

LEICESTER UNIVERSITY, DEPARTMENT OF SOCIOLOGY

LONDON FIRE BRIGADE

NATIONAL ASSOCIATION OF FIRE OFFICERS

NATIONAL FEDERATION OF FOOTBALL SUPPORTERS' CLUBS

NATIONAL GREYHOUND RACING CLUB

NEWCASTLE ERGONOMICS

NORTHERN IRELAND DEPARTMENT OF EDUCATION (COMMUNITY SERVICE DIVISION)

NOTTINGHAMSHIRE COUNTY COUNCIL

POLICE FEDERATION OF ENGLAND AND WALES

POLICE SUPERINTENDENTS' ASSOCIATION OF ENGLAND AND WALES

PROFESSIONAL FOOTBALLERS' ASSOCIATION

ROYAL AGRICULTURAL SOCIETY OF ENGLAND

ROYAL AND ANCIENT GOLF CLUB OF ST ANDREWS, FIFE

RAC MOTOR SPORTS ASSOCIATION LTD

RUGBY FOOTBALL UNION

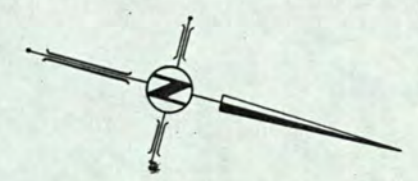
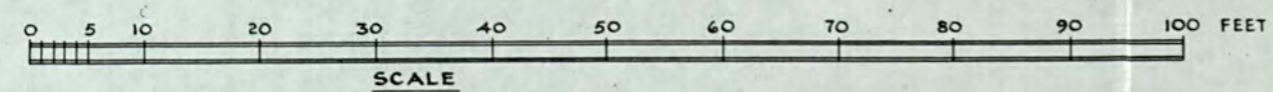
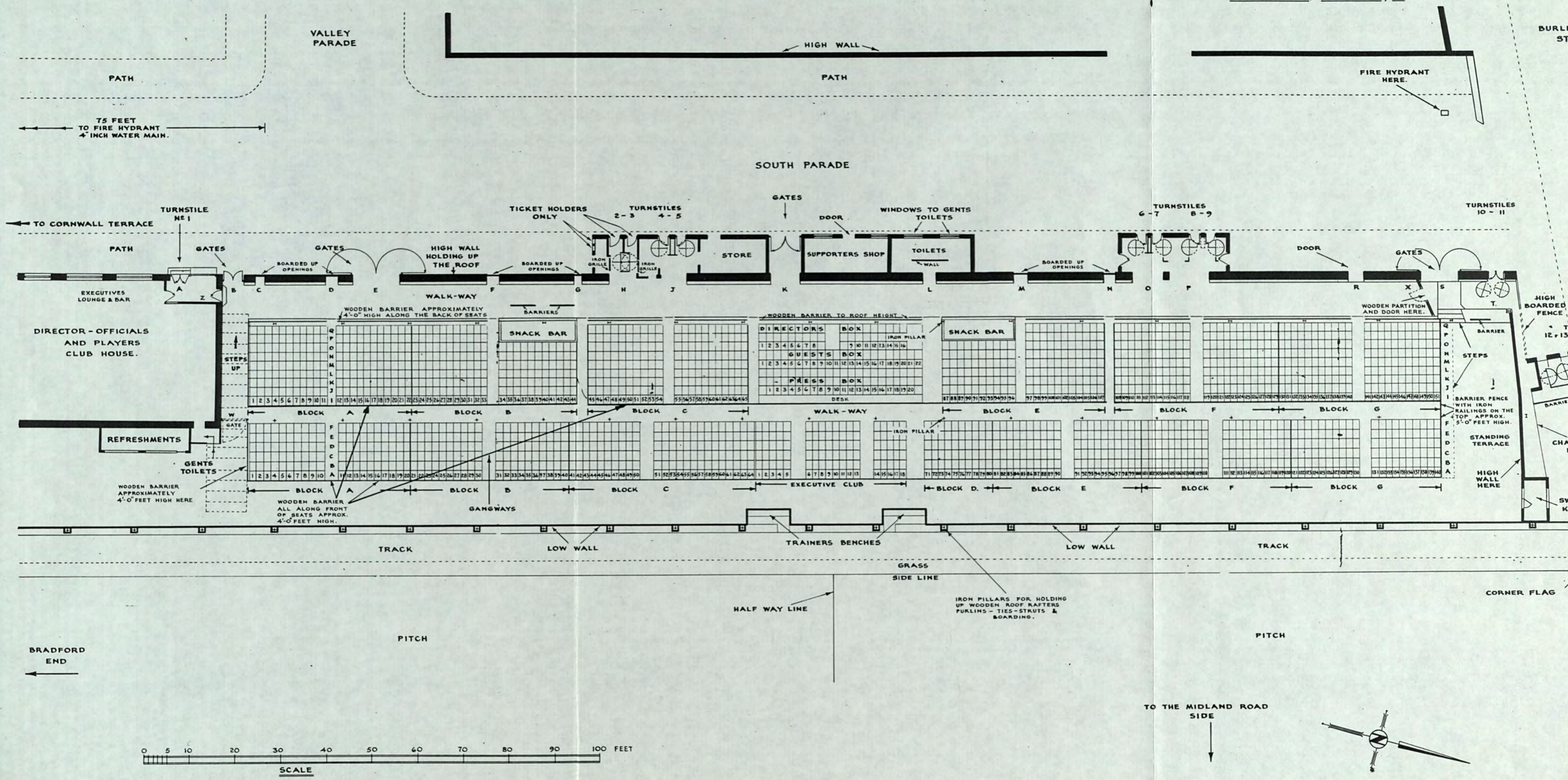
SCOTTISH FOOTBALL ASSOCIATION  
SCOTTISH FOOTBALL LEAGUE  
SCOTTISH LAWN TENNIS ASSOCIATION  
SCOTTISH OFFICE  
SCOTTISH POLICE FEDERATION  
SCOTTISH RUGBY UNION  
SCOTTISH WOMENS AMATEUR ATHLETIC ASSOCIATION  
SHROPSHIRE COUNTY COUNCIL  
SPEEDWAY CONTROL BOARD LTD  
SPORTS COUNCIL  
SPORTS COUNCIL FOR WALES  
STRATHCLYDE FIREMASTER  
STRATHCLYDE REGIONAL COUNCIL  
WELSH COUNTIES COMMITTEE  
WELSH OFFICE  
WELSH SPORTS ASSOCIATION  
WEST MIDLANDS COUNTY COUNCIL  
WEST YORKSHIRE FIRE SERVICE

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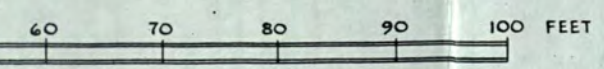
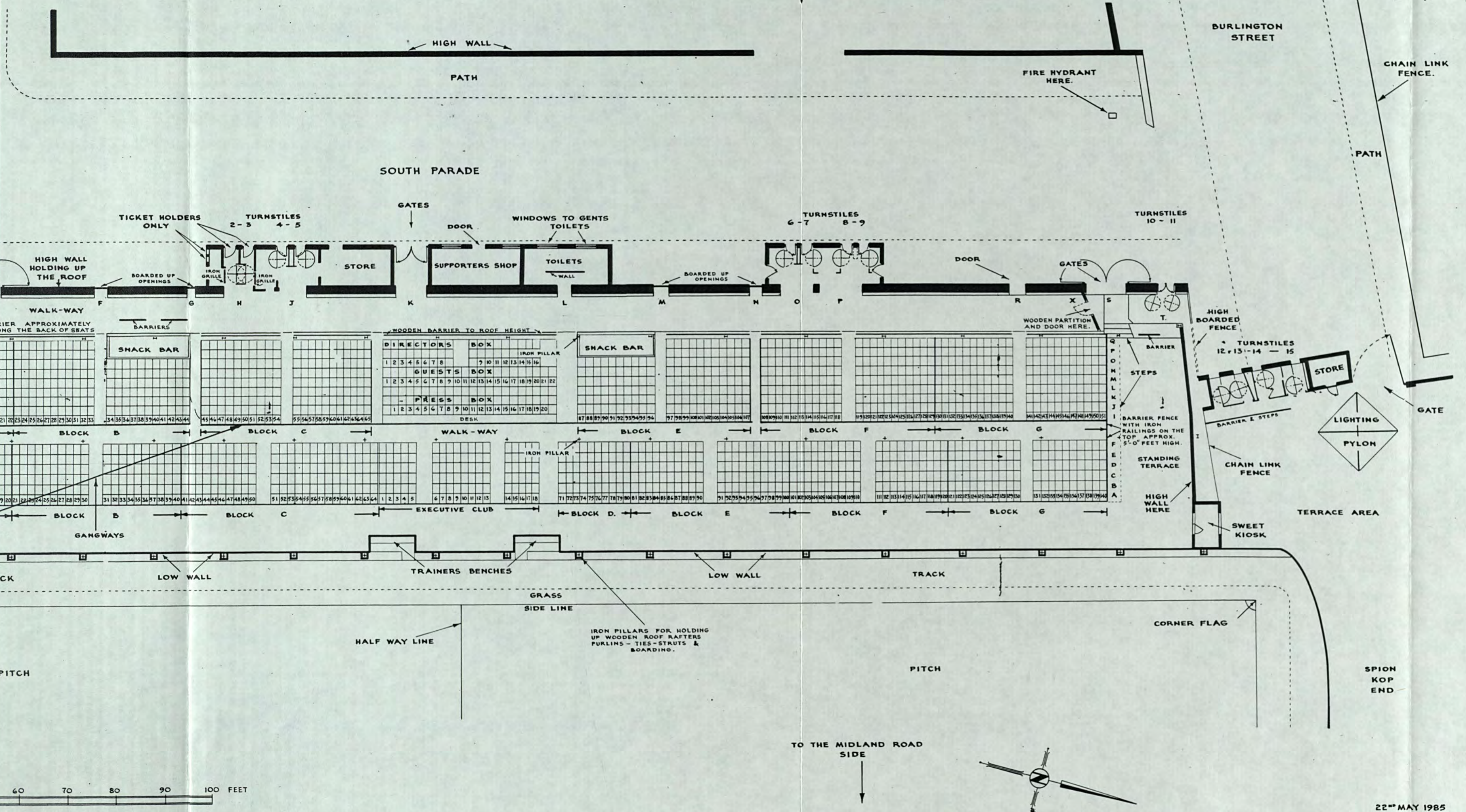
Written evidence was also submitted by several Members of Parliament and over 200 letters were received from members of the public



PLAN OF BRADFORD CITY FOOTBALL CLUB, SHOWING PART OF THE PITCH AND MAIN STAND ON SOUTH PARADE ~ VALLEY PARADE, MANNINGHAM, BRADFORD, S.



PLAN OF BRADFORD CITY FOOTBALL CLUB, SHOWING PART OF THE PITCH AND MAIN STAND ON SOUTH PARADE ~ VALLEY PARADE, MANNINGHAM, BRADFORD, B.



22<sup>nd</sup> MAY 1985  
3795.

DEPARTMENT OF THE ENVIRONMENT  
BUILDING RESEARCH ESTABLISHMENT  
FIRE RESEARCH STATION

FRO 237/15

APPENDIX TO  
FIRE AT VALLEY PARADE, BRADFORD, 11 MAY 1985

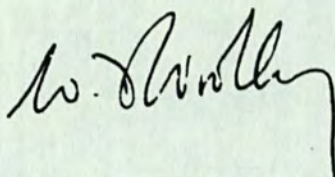
TECHNICAL ASSESSMENTS

These technical assessments have been prepared at short notice at the Fire Research Station to assist the Committee of Inquiry into Crowd Safety and Control at Sports Grounds, as proposed in the Fire Research Station report FRO 237/15, dated 3 June 1985.

The information given here has been collected together from general research studies and experience of fires at the Fire Research Station over many years. It includes technical judgements and opinions of issues of relevance to the Bradford Inquiry. Since it draws on information available at the time of writing, some parts of the assessment may lose their relevance as new facts come to light.

The Fire Research Station welcomes the opportunity to make these assessments available to the Inquiry to help understand the events of the Bradford fire which led to such tragic consequences on 11 May 1985.

Many experts from the Fire Research Station have contributed to the assessments. In particular, thanks are due to Mr A J M Heselden for his assistance.



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10 June 1985

FIRE AT VALLEY PARADE, BRADFORD, 11 MAY 1985

SUMMARY

Technical assessments have been carried out on different aspects of the Bradford, Valley Parade, fire. These assessments show that the overall mechanism is complex involving a number of intermediate steps of fire development. Conditions appear to have existed by way of building construction, materials and design such that fire development on each step was severe and near the upper limit of what might be expected from research knowledge and experience of fires.

This applies to the growth of fire in the rubbish (aided by adequate ventilation through the gaps etc in the stand) to give sufficient intensities to ignite timbers beneath the floor, the emergence of flames (again aided by the gaps) to give a growing fire beneath and above the floor, the spread of flames to the ceiling and subsequent spread beneath the combustible roof.

These features coupled with the reluctance of persons present to evacuate quickly, the design of escape routes (leading persons upwards to a corridor incapable of dealing with the necessary flow under emergency conditions), the rapid deterioration in visibility and increase in toxic gases in the corridor, and rapid flame spread beneath the roof (with very high levels of downward radiation) produced the tragic situation.

The attached table summarises the sequence and times of events as projected from those feasible from research experience, in comparison with actual times and events.

MINUTES	<u>Fire</u>	<u>Brigade/Police and other events</u>	<u>Smoke</u>	<u>Escape</u>
15.40	0 - Ignition of rubbish	Smell of burning		
15.41	1 - Serious waste fire - 0.1 MW			
15.42	2 - Burning of timbers beneath floor			
15.43	3 - Flames above floor	Call to brigade		Serious local escape
15.44	4 - Flame above floor (several m <sup>2</sup> )	TV commences	Serious problems in back corridor	Main escape precipitated
15.45	5 - Flame under roof ( fire at floor level about 10m <sup>2</sup> ).		Substantial parts of back corridor blocked and lethal	
15.46	6 - Serious spread under roof and involving roof	Fire Brigade arrives		
15.47	7 - Stand completely alight			

Projected sequence of events (Bradford fire) with intermediate predictions.

## TECHNICAL ASSESSMENT 1

### IGNITION OF WASTE MATERIAL

#### Types of waste material

Waste materials discarded at football matches are likely to cover a wide spectrum of types. It is reasonable to assume that these will include:

- a) Smokers' materials : cigarette stubs, spent matches, cigarette packets (including shrink wraps and foil), match boxes etc.
- b) Food packaging : crisp packets, confectionery wrappings, plastics and paper cups, bags, metal cans etc.
- c) Cleaning equipment : tissues, paper napkins.
- d) Reading and related material : programmes, magazines, newspapers, tickets etc.
- e) Other materials : toilet rolls, etc.

#### Ignition of waste by smokers' materials

##### Matches

Based on research experience, most of the above items (excluding metal cans), would be expected to ignite readily from flaming matches held deliberately in contact with the material. It is less easy to ignite materials with discarded flaming matches since they tend to extinguish during a fall. Normally the match head is allowed to burn before a match is used. If then discarded, whilst still burning, from normal hand height (about 1.2 m above the floor) a test has shown that out of 48 matches, 35 self extinguished during the fall, 12 were still burning on the floor and capable of igniting waste material. It was not always apparent that the match was still burning without close examination. One match illustrated an important point in that it fractured during striking such that the head was still burning during the fall.

Discarded matches (flaming) therefore represent a potential source of ignition to waste material. The ignition potential is increased markedly when the head is still burning during a fall, following accidental breakage, because of mishandling during striking or purposeful action.

### Cigarettes

Full cigarettes can smoulder for periods between about 15 and 40 minutes depending upon their environment; discarded stubs considerably less. Most lighted cigarettes do not extinguish during a fall. Further it is not always easy to recognise that a cigarette has not been fully extinguished and therefore still smouldering when discarded.

Waste materials vary markedly in their propensity to smoulder when in contact with a lighted cigarette. Smouldering is usually associated with natural rather than synthetic materials.

For smouldering to take place, the cigarette needs to be in good contact with the material. This can be assisted when the smouldering zone of the cigarette reaches an optimum position for local material involvement. With some materials (cotton, tissues) transfer of smouldering may be rapid. Local smouldering of the item may persist with the possibility of subsequent transfer to flames, particularly if assisted by a draught. When flaming occurs growth is likely to be the same as that from direct flaming ignition. It is unlikely that the mixture of rubbish would show signs of bulk smouldering for long periods. The effect is more likely to be a local effect.

### Pipe material

Smouldering tobacco from a pipe will exhibit similar effects to those given for cigarettes above. There is the possibility that since the glowing zone may be larger than with cigarettes the effect, particularly inducing materials to smoulder locally and flame, will be greater.

### Conclusion:

Research experience supported by recent tests shows that waste materials can be ignited by lighted matches including those discarded whilst still burning. It would seem quite feasible for a lighted match dropped through a gap in the flooring of the stand to ignite rubbish beneath. Ignition would be almost immediate.

The possibility of ignition by a lighted cigarette discarded into the cavity is also feasible but the cigarette would have to fall into a critical position against critical materials. A delay would be involved before flaming occurred.

## TECHNICAL ASSESSMENT 2

### FIRES IN CONCEALED SPACES

The concealed space beneath the wooden floor of the main stand varied in depth from about 50mm to some 0.5m as formed by the steps on the hillside. Various sizes of timbers were present in the cavity including 'sleeper size' timbers set into the hillside to provide wooden foundations. Support timbers for the bench seats and walkways would be expected to be at least 4in x 2in timbers finished with  $\frac{1}{2}$ in or 1 in loosely fitted planks. There is evidence that other cellulosic boarding had been used vertically to seal the cavity and for repair work. Gaps in the woodwork, holes etc capable of collecting rubbish, also form routes by which air could gain access to a cavity fire. Assuming that the cavity was undivided for long lengths then air access would not be unduly restricted.

Flames originating from a small source in the rubbish within such a cavity would be expected to grow quickly particularly if sufficient rubbish existed to form a layer (not unreasonable at the bottom of a slope within the cavity). In the open air a 10cm deep layer of rubbish, 0.5m x 0.5m in area was ignited in a test at FRS by a dropped match at the fifth attempt. (Others extinguished in the fall) giving flames 0.5m high over the whole area in 90s. Such a fire would not be unrealistic within the stand cavity without growth being restricted unduly by inadequate ventilation. Such a fire would be hot and likely to be noticed by a person above even during the early stages. Smoke would develop progressively over this period and plastics waste in the rubbish would add distinctive odours.

The 90s example quoted above relates to a defined configuration of rubbish; the speed of development could vary in other practical situations depending on the packing density and on the proximity of the vertical cavity wall boards, and a wider area of rubbish would provide the opportunity for more extensive spread.

Such a rubbish fire (about 100kW requiring some  $0.03\text{m}^3/\text{s}$  air) would be expected to give a local heat flux onto the surface of adjacent timber sheeting of about  $20 - 40 \text{ kW}/\text{m}^2$ . Under these conditions ignition of the timber would occur in less than 30 seconds with the subsequent burning of the timber surface generating some  $100\text{ kW}/\text{m}^2$ . Early spread onto the underside of the timber planking (particularly on vertical surfaces) would then have accelerated due to cross radiation, provided adequate air was available under the platform.

It is not unreasonable to suppose that flames would now rapidly emerge over several square metres of flooring through the gaps. At this stage the fire below the platform would generate about  $30\text{ kW}$  per square metre, provided the air requirement of about  $0.1\text{m}^3/\text{s}$  were met. The flow of air to the fire area could well have been supplemented at this stage by the failure of thin sheets of plywood or hardboard; this would have significantly increased the rate of fire growth.

Ignition of the upper face of the planking over a wide area would then have further accelerated spread with large areas of timber burning, and with virtually no restriction of air supply a merging of the flames would have occurred above the platform in addition to that below. These conditions



TA/2

would have represented a fire generating some  $0.5$  to  $1 \text{ MW/m}^2$  of floor; involvement at this stage of an area of about  $4\text{m}^2$  would have represented a fire output of some 2 - 4 MW.

Smoke would have increased throughout the burning period; during the early stages of the rubbish fire, adequate ventilation would have tended to produce clean flames and, provided the plastics content of the rubbish was relatively low, the smoke would have been grey. Nevertheless, significant amounts of smoke would have been emitted in the vicinity of the fire before flaming was apparent above the timbers.

Paint or preservative finishes would not have been expected to affect significantly the rate of fire development under such severe exposure conditions but large numbers of polyurethane cushions might have increased the risk of early ignition of the upper surface of the timber platform; smoke emission from these would have been rapid.

### Conclusions

The development of fire in a layer of rubbish beneath the floor could have been rapid since gaps in woodwork large enough to allow rubbish to collect would also have provided access of air. Such a fire could have been intense locally in the cavity. A substantial rubbish fire may have developed within 90 seconds, capable of igniting adjacent timbers within about 30 seconds.

Flames are likely to have spread in the cavity beneath the floor aided by local failure of timbers, with emergence of flames to upper surfaces through the gaps. This is an effective means for rapid flame spread to a wide area of surface above. A substantial fire involving several seats and rows may have developed in about 2 or 3 minutes from exposure of the timbers to the rubbish fire.

Initially the rubbish might have burned cleanly. Smoke would have developed as fire intensity increased, probably grey during the early stages.

## TECHNICAL ASSESSMENT 3

### EARLY GROWTH OF FIRE ABOVE THE STADIUM WOODEN FLOORING COMPONENTS

Once fire had broken through the stadium flooring or lining under the benches then conditions within the stadium would have begun to be significantly affected. The video recording of the early stages of fire shows flame appearing at points away from the earliest established flames and rapidly joining up with them. Thus the initial increase in fire size above the 'flooring' was much faster than would have been expected from a small ignition source spreading over wooden flooring and benches without the reinforcement from below. Heating from below and above would in any case give fast decomposition of thin wood boarding or hardboard. Spread up the slope would be expected to be faster than sideways both because the fire in the cavity would naturally have burned upwards and because the fuel (benches) on the tiers of seats above the fire would have been more strongly heated by the flames than benches to the side of (or lower than) the fire.

A plume of hot smoke-laden combustion gases would have risen above the fire towards the roof. With a sideways wind this would have been deflected sideways somewhat but as the fire increased in size the gases would soon be reaching the roof cavity over the fire in some quantity. Here because they would have been hot and therefore buoyant, they would form a stable layer which would flow in both directions along the channel created by the roof geometry. The fire occurred near one end of the stadium and when the layer travelling towards this end reached the vertical screen filling in the end of the roof channel, it would become relatively stagnant, gradually deepening and the flow of gases would then be essentially in only one direction - towards the other end of the stand.

A strong side wind could not have prevented the formation of a smoke layer from a sizeable fire nor its flow in the shelter of the roof channel, but could have interfered somewhat with it.

#### Conclusion

The fire in accumulated rubbish beneath the stadium caused a very rapid increase in fire size once it had appeared above the stadium flooring. The fire would very soon be producing large quantities of hot smoky gases which would rise and flow along the channels in the roof, probably with some interference from the wind.

#### TECHNICAL ASSESSMENT 4

##### FIRE GROWTH TO STAGE WHERE FLAMES WERE REACHING ROOF

Whilst a plausible explanation for the initial very rapid increase in fire size exists, it could be difficult to predict this from basic relationships. Therefore in order to assess the resulting fire conditions occurring in the stadium it has been necessary to use the video recording to provide information on the fire size at various times for use in established engineering calculations.

Three times (from the West Yorks TV timed recording) have been selected to illustrate the further processes occurring, viz. 15.44.4, when the fire appeared to be involving an area about 3 seats wide and 4 tiers of seating deep, 15.45.0 when the fire appeared to be involving an area about 5 seats wide and 6 tiers of seating deep, and 15.45.5 when the area of the fire appeared to correspond to the whole of the G-block on the one side of the gangway down the tiers, ie. a block of 11 seats x 9 tiers. At this latter time flame can clearly be seen in the video recording to run rapidly some distance along the top of the wooden fence just in front of the wooden seating area, forming a good time marker, and an indication of the fire severity at that time.

With a rapidly growing fire such as this, complex calculations would be required to predict the flow rate, temperature, depth etc. of the hot gases produced and time has not permitted such sophistication. Calculations have accordingly been made for a number of fire sizes, each calculation obtaining the flow conditions as though the fire were constant in size. The calculations are admittedly in this way approximate but are nevertheless revealing in terms of flame and smoke spread.

For each of these fires the mass and volume rate of smoky gases reaching the layer in the roof channel, the initial depth of the layer flowing in the roof channel, the flame height, the initial temperature of the gases in the layer and hence the radiation from the layer, have been obtained. For this, relationships developed at the Fire Research Station and elsewhere have been used; these are summarised in BRE Current Paper 66/78 'Studies of fire and smoke behaviour relevant to tunnels'. Flame height has been derived from the correlation of Cox and Chitty (Combustion and Flame 39, p191, 1980).

The precise heat release rate of the fire is not known but probably lay between 0.5 & 1 MW/m<sup>2</sup> of horizontal floor area, and therefore the calculations have been made from both values. For the present purpose it has been necessary to imagine each roof section replaced by a rectangular section channel of the same width, springing from the same height at eaves level and of cross-sectional area equal to the actual roof. The dimensions of the roof are only known approximately at present but with a height from eaves to ridge taken as 2.2 m, this gives an equivalent depth for the rectangular channel of 1.1 m. The centre of all the fires is assumed to be 4 m below the eaves.

The results of the calculations are shown in Table 1. Running down the first column, this fire would have given a flow of 11.5 kg/s (14.5 m<sup>3</sup>/s) of smoky gas into the layer. With an output of 0.5 MW/m<sup>2</sup> the temperature of the gases entering the layer would be 150 deg C above ambient and if they flowed into

#### TA 4

one section of the roof they would travel along the section at about 1.8 m/s (assuming one-directional flow), and would take up a depth of about 1.25 m. The predicted flame height is 3.9 m, so that flame does not reach roof level. If we assume the smoky layer is a black body radiator the irradiance immediately above the layer (ie. that to which the roof material is exposed), and also immediately below the layer is only  $2 \text{ kW/m}^2$ .

The first significant result of the values just quoted is that with the fire feeding smoky gases into only one roof channel, the gases cannot be wholly contained within that channel, since the calculated layer depth of 1.25 m is larger than that of the equivalent rectangular channel (1.1 m). Thus even at this stage smoke should have been flowing into the rear 'corridor' section of roof. Whilst it should have tended to remain largely in a layer, where it came into contact with the outside wall some downflow due to cooling by the wall could be expected. Furthermore the actual roof shape with sloping sides would have been less effective in containing the layer in the region where the gases were rising up from the fire and there was a horizontal velocity component across the roof channel in the gases first forming a layer. Finally wind turbulence at stanchions or any other similar projecting objects could locally disturb the layer and cause some smoke to be brought to lower levels of the corridor.

The flames from the 3 x 4 fire would not have reached the roof and the heating caused by the hot gas layer ( $2 \text{ kW/m}^2$ ) was insufficient to ignite the roof material. The downward radiation from the layer, which in other circumstances would have been very noticeable to any one underneath, here would have been masked by direct radiation from the primary fire.

Continuing with Table 1 it can be seen that assuming an output of  $1 \text{ MW/m}^2$  gives higher temperatures but that the heating from the layer is still much too low for ignition of the roof material. For example, pilot ignition (ie. ignition of a heated material in the presence of a pilot flame) occurs for wood at an irradiance of about  $25 \text{ kW/m}^2$  in 25 secs. In the absence of direct experimental data this has to be assumed as applying to wood in a roof, even though this might be exposed in an atmosphere which was vitiated to some extent. It is in any case a measure of the rate of decomposition - even pyrolysis - of wood.

This discounts convection transfer to the roof, which would be likely to be appreciably less than radiation transfer for these temperatures.

A velocity of the layer in the region of 2 m/s means that the smoky gases could have travelled half-way down the length of the stadium ( 50 m) in some 25 secs, even had the fire not been growing rapidly in size.

Examining the data in Table 1 for the 5 x 6 fire it is seen that the initial depth in one roof channel calculated as 1.6 m means that smoky gases would have flowed in bulk into all channels. Therefore the calculation for this and for the larger fires has taken the width of the effective roof channel to be 15 m, the full width of the roof.

TABLE 1

Quantity	Fire						
	3 seat x 4 tier		5 seat x 6 tier			11 seat x 9 tier	
Time	44.4		45.0			45.5	
Area m <sup>2</sup>	3.4		8.4			28	
Mass rate of flow of smoky gases into layer kg/s	11.5		18			31.5	
Volumetric rate m <sup>3</sup> /s	14.5	19.5	27	39	66	105	
Heat output of fire MW/m <sup>2</sup>	0.5	1	0.5	1	0.5	1	
Initial temperature of layer above ambient deg C	150	300	235	470	440	875	
Roof channel width m	6	6	6	15	15	15	
Initial velocity of layer (one direction only) m/s	1.8	2.5	2.6	1.9	2.8	3.2	4.7
Initial depth of layer m	1.25	1.2	1.6	0.95	0.95	1.4	1.5
Flame height (equivalent in open air) m	3.9	5.2	5.6	5.6	7.4	9.1	12.0
Length of horizontal flame under roof (nominal) m	0	0	0	0	7	15	30
Radiation from layer kW/m <sup>2</sup>	2	6.5	4	4	18	15	100

TA 4

Conclusions

In order to illustrate the fire phenomena occurring, three fire sizes have been selected over a period judged to be crucial in terms of fire growth, and estimates made of a number of quantities using established engineering relationships. A number of simplifying assumptions have had to be made.

These estimates show that with a fire occupying an area 3 seat widths by 4 tiers the smoky gases produced could not have been contained within one section of the roof and therefore the corridor area at the rear of the stand could have been affected. Smoky gases from this fire could have travelled half-way along the stand in less than 25 secs, but they would not have ignited the material in the roof.

For a larger fire (5 seats x 6 tiers) smoky gases would have flowed in bulk into all roof channels.

## TECHNICAL ASSESSMENT 5

### SPREAD OF SMOKE AND FLAME BENEATH ROOF

The stage at which the flames from a growing fire in a compartment reach the ceiling usually marks a change, often dramatically sudden, in the speed of fire growth.

Flames impinging on the underside of a ceiling or roof, even of <sup>non-</sup>combustible material, will 'mushroom'; ie elongate very considerably, because it then becomes more difficult for them to entrain air and they have to elongate to entrain enough air for combustion. These elongated flames will radiate strongly downwards over increasing distances so that the spread of fire at low level accelerates, resulting in still greater flames under the ceiling and hence even faster fire spread.

Very soon the downward radiation from the flames, together with that from the ceiling which they have heated, can give spontaneous ignition of flammable objects away from the primary fire, and 'flashover' in the compartment.

With combustible ceiling or roof linings, the lining can itself burn and hasten the process, but it is important to realise that the phenomenon can occur with non-combustible ceiling linings, given a primary fire large enough for large flames to impinge on the ceiling.

Experiments by P L Hinkley (Fire Research Note 712) showed that flames channelled to travel in one direction under a ceiling could be about 5 times longer than the height they would rise to above the ceiling height, if the ceiling were removed. For example - 10 m high flames from a fire in the open could give flames 25 m long if the flames were constrained to flow in one direction along a channel 5 m above the base of the fire.

For illustrative purposes nominal flame lengths under the roof have been included in Table 1. It is more reasonable now in terms of flame impingement on the roof to consider the height to ridge, ie about 6 m. A conservative value for flame extension by a factor of 5 has been assumed. Thus in the 5th column, the flame length of 7 m is arrived at by subtracting 6 m from the flame height of 7.4 m and multiplying by 5.

The results in Table 1 for the 5 seat x 6 tier fire show that for the higher rate of heat release of 1 MW/m<sup>2</sup>, flames could have been reaching the roof and flowing along several metres under it. Ignition of the roof material would be expected soon under these conditions, at least locally where the flame was impinging. Even apart from the flaming under the roof the layer near the fire would have been hot enough (470°C above ambient) to give very severe radiation exposure to people underneath it.

The layer of smoky gases would at this time be expected to be extending over the whole width of the stadium roof and should have travelled at least halfway along the length of the roof.

Considering now the 11 seat x 9 tier fire we see that the predicted length of flames under the roof is substantial (15 - 30 m) and the quantity of smoky gases reaching the roof and the speed of their travel under the roof are high. The flames would be likely to be mainly travelling along the central roof channel though there might have been some spill over into the 'corridor' section of the roof, if the sloping seating tended to give flame rising more towards the rear of the seating block.

## TA 5

The difficulties of the precise prediction of the radiation from the layer near the fire are illustrated in the last line.

If an output of  $0.5 \text{ MW/m}^2$  is assumed for the primary fire, the temperature of the layer close to the fire (but outside the flame zone itself) would have been  $440^\circ\text{C}$  above ambient, high enough to be a very severe radiation exposure for people underneath, but not high enough for rapid ignition of combustibles below the layer. On the other hand the assumption of  $1 \text{ MW/m}^2$  leads to a level of radiation from the layer ( $100 \text{ kW/m}^2$ ) high enough for pilot ignition within a few seconds.

In view of the rapid spread of flame along the top of the wooden fence which occurred at this time, this suggests that the higher value for heat release rate would be more appropriate at this time (though not necessarily at the earlier times).

Rough estimates can be made of the layer temperature at various distances along the roof using the relationship in CP66/78 and assuming a heat transfer coefficient of  $20 \text{ Wm}^{-2} \text{ }^\circ\text{C}^{-1}$ . These represent conditions with a constant fire and with the layer fully established along the roof and clearly can only give an approximation for the conditions which would have prevailed in practice. Nevertheless the tendency for extremely severe downward radiation conditions to be generated over considerable distances is clear (Table 2)

When the whole roof volume down to the level of the lower edge of the downstand was full of smoky gases, they would have spilled under the downstand. With a fast developing fire such spillage would first have occurred at the fire end of the roof. With a smoke layer developed down to this level, conditions in the 'corridor' at the rear of the stand would have been extremely serious.

As the fire grew larger, more and more of the roof would have become involved. In the earlier stages of ignition and burning of the roofing material, the flames above the primary fire might have been carrying sufficient air into the layer for flaming from the roofing material to occur close to the ceiling, augmenting downward radiation from the layer of smoky gases. Later on, with a larger primary fire and greater areas of roof material under attack, the situation may well have changed to the 'fuel-rich' condition described by Hinkley (Fire Research Station Note 712) where the layer in contact with the ceiling contains flammable volatile materials derived from the heating up of the ceiling, but too little oxygen for them to burn there. In this case flames are produced at the base of the layer of smoky gases where they are in contact with the air underneath.

Whichever condition actually prevailed, very severe downward radiation would have occurred.

After the stage corresponding to the 11 seat x 9 tier fire, it becomes difficult to make quantitative predictions, but it is clear that the flames under the roof would be rapidly increasing in size, with involvement of the roofing material and increasingly fast spread of fire over the seating, until all of the roof and all of the seating was in flames.

In this condition the flames would be radiating strongly out into the football pitch itself, and estimates can be made of the variation of irradiance at a horizontal surface with position (see attached Figure ); this assumes in particular that there is a sheet of flame at  $1000^\circ\text{C}$  at the level of the bottom of the downstand.



TABLE 2  
Temperature and layer radiation for 11 seat x 9 tier fire

Distance from fire  m	Assuming 0.5 MW/m <sup>2</sup> heat release rate		Assuming 1.0 MW/m <sup>2</sup> heat release rate	
	Temperature above ambient deg C	Layer radiation kW/m <sup>2</sup>	Temperature above ambient deg C	Layer radiation kW/m <sup>2</sup>
0	440	15	875	100
10	395	12	-	-
20	360	10	-	-
22	-	-	700	50
30	325	8	650	-
50	265	5	530	-
83	-	-	380	10

Polypropylene is a thermoplastics material and softens at elevated temperatures. Under the effects of high irradiance, melting would take place with the slabs of polypropylene first distorting then dripping to the concrete floor. Polypropylene does not ignite readily by this mechanism, but burning debris from the roof would provide means for ignition. Although the potential heat output per unit mass of polypropylene is greater than that for wood, it is not anticipated that the seating density would give rise to unusual burning or rapid spread characteristics, with the polypropylene acting mainly as an additional combustible in the stand. When burning severely polypropylene generates very thick black smoke. The TV videos did not show evidence that the front of the stand was quickly smoke logged.

#### Conclusions

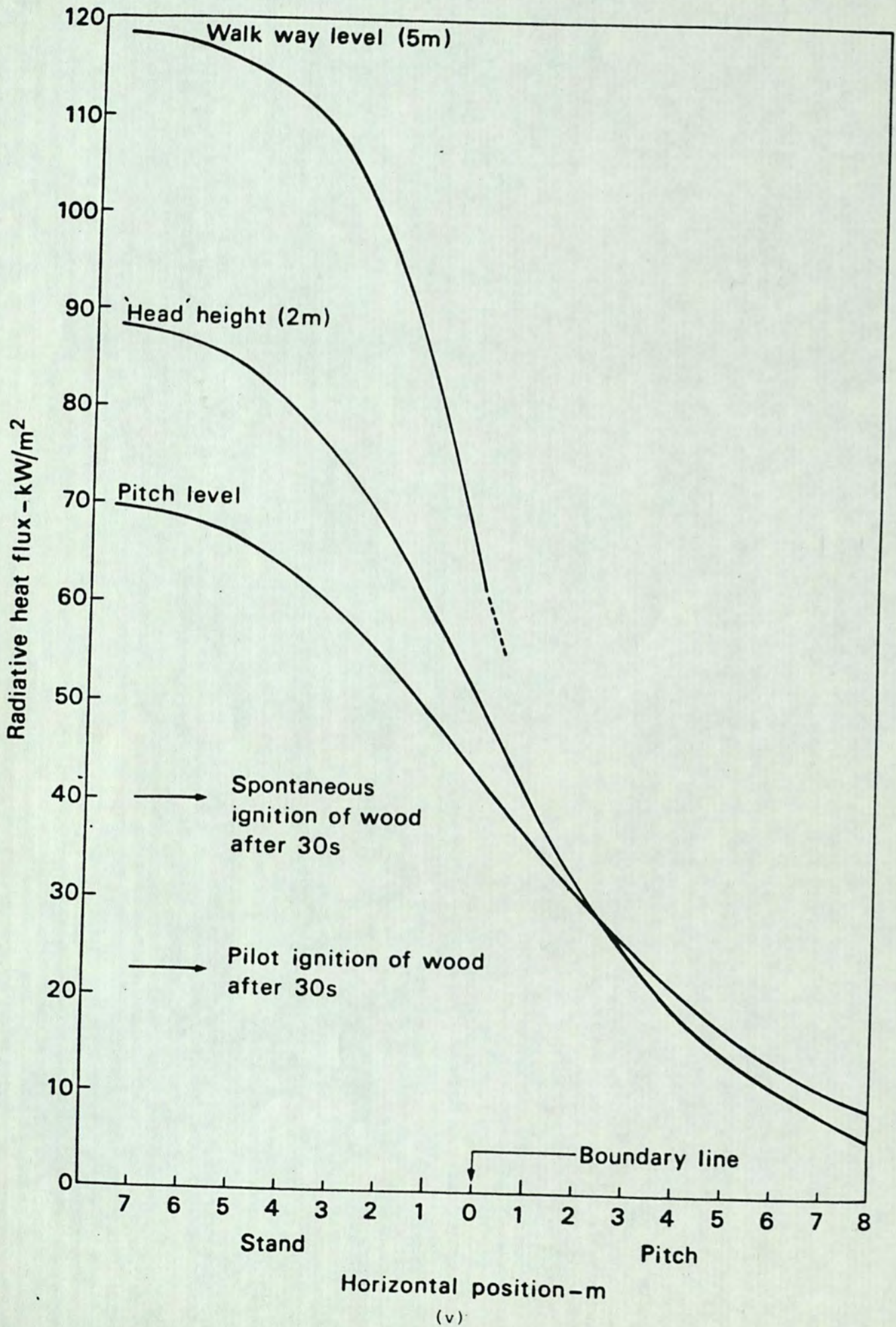
The 'mushrooming' or elongation of flames reaching a ceiling or roof usually leads to rapidly accelerating fire spread and involvement of all the combustibles. This can occur with non-combustible linings, although the processes can be hastened if the lining is flammable.

## TA 5

For a 5 seat x 6 tier fire, flames might have reached the roof, and be flowing several metres along under it, given a high rate of heat release per unit floor area. At least local ignition of the roof could then have occurred, and a severe radiation exposure generated under the layer.

For the 11 seat x 9 tier fire the smoky gases would be hot enough to create very severe radiation exposure over long distances. Flames possibly 15-30 m long could be produced under the roof, producing rapid involvement of the roof material and accelerating growth of the primary fire until all the roof and seating areas were in flames, when strong radiation would be felt well out into the football pitch itself.

Polypropylene in the seating is unlikely to have played an important role other than by a contribution to the overall fuel available at floor level.



## TECHNICAL ASSESSMENT 6

### EFFECTS OF FIRE ON PEOPLE

Fire 'products' are dangerous to people in a number of ways.

Fire atmospheres:-

- 1) may be hot. Temperatures as high as 1000°C may be present in flame zones. Exposure to elevated temperatures can cause burn injuries both by direct contact and radiative processes.
- 2) may contain toxic and narcotic gases. The most important product in fires is carbon monoxide which is formed during the incomplete combustion of organic materials of both natural and synthetic origin. One percent of carbon monoxide is immediately hazardous to life.
- 3) may contain irritants. Virtually all fire gases are irritant to the eyes and inhalation tracts, including those from wood. Some synthetic products produce additional irritants.
- 4) may be low in oxygen because of combustion. Low oxygen concentration can be harmful and lead to death. In most cases carbon monoxide predominates.
- 5) may be rich in particulate material to obscure vision and hinder escape and/or rescue.

In building fires, the combustion products cannot escape quickly and most deaths occur as a result of the inhalation of smoke and gases. The Valley Parade fire was unusual in that it occurred within a large 'building' with 3 open sides. The design permitted initial containment of smoke (and subsequent flame) within the roof spaces and adjacent areas, then with overspill to outside. Consequently quite different mechanisms of fire exposure would be expected for persons in different areas of the stand and during their escape.

### Smoke and toxic gases

People in the immediate vicinity of the fire during the early stages would be expected to experience some local smoke at ground level due to lack of buoyancy from cooling and movement of smoke by wind effects. Such smoke (normally light in colour during the early stages) would cause serious discomfort due to the irritants in the smoke. Substantial amounts of smoke would be generated and in increasing amounts as the fire developed rapidly from beneath the floor cavity to upper parts of the wooden stand. Following the arguments presented in Appendices 3 to 5 inclusive this hot smoke would soon fill, and then overspill the section formed by the pitched roof in the region above the fire. Such overspill would tend to fill not only the adjacent pitched roof section but also flow into the corridor, with cooling to bring the smoke to low levels.

The design of the stand with the upward sloping floor and low ceiling height at the back would encourage smoke travel to the corridor area. During the early stages when flames were beginning to develop above the floor, the fire although visible to many people may not have appeared to pose a serious threat to them in spite of warnings by the Police. Experience of other fire incidents shows that there is often a failure to respond to early warning signals and evacuation only begins when a fire suddenly changes to one of an obvious life threat. In the Valley Parade fire, escape was precipitated seriously when flames involved several seats and rows. At this time it is likely that the back corridor would already be seriously affected with people crowding into a dimly lit and smoky corridor, incapable of dealing with such flow under emergency conditions. It is not unreasonable in view of the subsequent fire growth that within a further one minute much of the corridor would be impassible and very dangerous to life. Additionally, deteriorating conditions would induce great urgency to escape through any route (by way of toilet, turnstiles etc).

#### Heat radiation

Persons in the vicinity of the developing fire, particularly at a stage involving both several seats and rows would experience considerable heat from the flames, predominantly in a horizontal direction by direct radiation. This effect undoubtedly helped to precipitate urgent and essential evacuation, and would increase significantly as flames increased towards the roof. The substantial lengthening of flames beneath the roof and involvement of the combustibles in the roof would produce an intense source of downward radiation, rapidly extending beneath the whole roof of the stadium and overspilling the edges.

Once spreading flames occurred in the roof, persons beneath would be faced with an advancing front of intense heat radiation and the importance of immediate escape would be apparent. Those initially choosing the 'corridor' and finding the route impassible by smoke and crowding might turn back to follow others attempting to climb over the fences to the safety of the field. The timescales involved in fire development would permit little choice for those already in the corridor, and much nearer to the source of high level radiation moving down the stand.

Downward radiation from the flames beneath the roof would be intense for all those beneath, and in the vicinity. Added to this the severe fire in the combustibles of the roof, known to be unsound constructionally, would quickly lead to falling debris including burning timbers, parts of burning tarpaulins, burning felt and bitumen etc. to substantially increase the risk of physical injury, direct burns and burns by ignition of clothing (in many cases already heated to near ignition point by the heat radiation).

Because of adequate air available beneath the flames, persons would experience heat radiation without the large amounts of smoke and toxic gases normally associated with fires.

Irradiances beneath and in the vicinity of the stand have been calculated in an earlier section with certain assumptions about the flames beneath the ceiling and view factors. To assist in the interpretation of these, unbearable pain is reported to occur with an irradiance of  $1.26 \text{ kW/m}^2$  after 10 minutes, with pain discomfort at  $6.3 \text{ kW/m}^2$  (20s). About  $10 \text{ kW/m}^2$  gives pain in 10 seconds; when  $50 \text{ kW/m}^2$  is reached severe burn injury occurs in seconds.

Clothing can initially protect the skin but heat penetration will occur depending on such factors as the reflectivity, thermal resistance, melting characteristics and moisture content of the clothing. Once burning of clothing commences the heat to the body increases substantially with the molten burning synthetic polymers (now used widely in clothing, anoraks etc) increasing the local heat transfer considerably. Flames from the burning clothing also cause serious burn injuries to exposed skin.

Based on predictions of heat radiation beneath the flames the levels at the front wall (near the pitch) would exceed  $40 \text{ kW/m}^2$ , capable of causing rapid ignition of clothing and hair, with severe burn injuries to exposed skin within seconds. Within the stand, conditions would be even more severe. High levels of radiation would also be experienced by those on the field during escape and rescue. Pain is likely to have occurred in 10 seconds to those exposed to the fire even some 8 metres away.

#### Conclusion:

Two different mechanisms may have prevailed in the stand during the fire to cause injury and death. The design of the stand permits smoke travel to the rear corridor, following underspill from the roof section. Response to the fire was not immediate and persons escaping upwards to this region following pathways familiar to them would be crowded into a corridor, rapidly filling with smoke and toxic gases, incapable of dealing with the flow under the emergency conditions.

The blocking of this corridor may have prompted many to follow others escaping down the stand, over walls to the pitch. Urgency was essential due to the rapid spread of flames beneath the ceiling to give high levels of downward radiation capable of causing almost immediate ignition of clothing and hair and causing severe burn injuries.

## TECHNICAL ASSESSMENT 7

### REMEDIAL MEASURES

The assessments presented earlier in this report show that an issue of great importance was the short time available for escape once the urgency of the situation had been recognised by the people in the stand. The escape corridor at the rear of the stand was sufficiently high in the building to be seriously affected by the buoyant layer of fire gases and smoke filling the roof space. This layer became sufficiently deep to endanger people in the corridor and render it unusable before gases spilled out under the free (field) edge of the roof. This happened in less than 2½ minutes from people appreciating the urgency of the situation. This situation would not have been affected by opening more exits from the corridor - more people might have escaped, but anyone still in the corridor would have experienced similar conditions.

It is not practical to expect people to escape in a shorter time especially if they are elderly or have restricted mobility.

The use of wooden stands in the future may need to be seriously reviewed in the light of the Bradford tragedy. Where their continued use is permitted, any difficulties in ensuring adequate escape will direct attention to other means of fire protection, in particular to prevent or slow down the rate of fire growth and/or the spread of smoke and fire gases along the stand.

Clearly a fire of such complexity precludes the recommendation of simple remedial measures with current knowledge, and further research will be essential. However a preliminary assessment of the effectiveness of different measures may be valuable to the Inquiry. The assessments carried out in connection with the Bradford fire showed that a number of different fire processes were involved, which merit separate consideration in proposing remedial measures. Some of these will overlap with measures recommended in the Guide to Safety at Sports Grounds.

#### Fire in the stand

It is obviously of great importance that flammable litter should not be allowed to gather where it might start a serious fire. This points to the importance of good housekeeping. Any cavities where litter might collect might be sealed off, filled with inert material, or else provided with access for cleaning.

The structure and seating should be chosen where possible to be of low combustibility. Treatment of timbers by impregnation to reduce ignitability and subsequent heat release may be very difficult in situ. Surface treatment would need to cover both upper and lower surfaces. Such treatment would be difficult to apply to lower surfaces and would degrade by weathering and wear on upper surfaces. Considerable research and validation would be necessary to establish effectiveness of these treatments.

First-aid fire fighting can be effective in reducing fire risks but is not always successful in untrained hands. The Bradford fire would have been difficult to extinguish even during the early stages beneath the floor. Where vandalism prevents such equipment being placed in the stand, consideration might be given to locating it on the field for use by stewards or police.

#### Fire in the roof

In general the roofing materials will not of themselves significantly affect the hazards to life in the earliest stages even of a rapidly developing stand fire. At later stages, combustibles in the roof may contribute significantly to flaming under the roof with falling debris (eg molten bitumen). It is possible to underdraw the roof with a board of limited combustibility to reduce contribution to the fire from combustible roof materials and to prevent any molten asphalt or bitumen from falling. It is of course crucial that the roof be structurally sound, and should remain so during evacuation.

#### Control of smoke and fire gases

If the fire is kept small by appropriate measures, smoke and fire gases should not present a serious problem. Where such measures are deficient, it becomes critically important to extend the times taken for fire products to endanger the rest of the stand. The relevant measures are influenced by the roof construction.

A good design of a roof is one which slopes upwards toward the field, with a free edge having no downstand. Such a roof should preferably have shallow downstands running from the rear to the free edge to channel smoke gases upward and limit lateral travel.

With a more conventional roof construction, downstand screens could be used to divide the roof into zones, perhaps one zone per block of seats with each screen located above an aisle. These screens should be sufficiently deeper than the free edge of the roof at the field, to channel smoke out past this edge, thus preventing lateral spread and venting the smoke. Any such downstand screen should of course maintain its integrity under fire conditions.

Walkways in the upper part of the stand are vulnerable to smoke and toxic gases. Where walkways cannot be resited, or protected, then alternative venting eg by automatically-opening vents, could be considered. The design of such a system for venting would require a careful study and research.

With any of these venting options it should be recognised that, if most of the seating area below a zone is ablaze, there is a possibility of radiative ignition of materials in neighbouring zones. It follows that these venting options by themselves will only buy extra time for escape and fire fighting.

#### Additional comments

In principle, sprinklers can be effective in the control of rapidly growing fires. There are no major difficulties in the installation in football stands but special precautions would be necessary to prevent frost damage and possible malfunctions (due to bird nests etc.) There are major technical difficulties to be overcome to ensure that response is rapid under a large roof construction, before substantial fire spread has occurred. A further difficulty is that such constructions can lead to the opening of many sprinkler heads. Interactions between the water sprays and buoyant smoke layers may bring smoke to low level and create some escape difficulties. Research studies would be necessary.



WEST YORKSHIRE METROPOLITAN COUNTY COUNCIL

SAFETY OF SPORTS GROUNDS ACT 1975

GENERAL SAFETY CERTIFICATE

ISSUED TO LEEDS UNITED ASSOCIATION FOOTBALL CLUB

1 APRIL 1985

## SAFETY OF SPORTS GROUNDS ACT 1975

1. It is important to know all the provisions of the Safety of Sports Grounds Act 1975, which are relevant to premises within its scope. These are explained, without legal force, in the booklet "Guide to Safety at Sports Grounds - Football", obtainable from Her Majesty's Stationery Office. The following points are particularly important but reference should be made to the Act itself for authoritative information.

### OFFENCES AND PENALTIES

2. For the following offences, that is to say:-
  - (a) Contravening any term or condition of this certificate, admitting spectators to the Stadium at a time when a safety certificate is not in force or in contravention of a Court Order, the penalty is, on summary conviction, a fine not exceeding £2,000 or, on conviction on indictment, a fine or imprisonment for a term not exceeding two years, or both.
  - (b) Failing to give notice of an alteration or extension to the Stadium or obstructing an authorised officer, the penalty is on summary conviction, a fine not exceeding £2,000.

### CHANGES OF CONDITIONS

3. In accordance with Section 11 of the Act authorised officers have power to inspect premises to which the Act applies to see whether conditions therein have changed to the extent that the safety measures for spectators are diminished.
4. Regardless of this, however, you must inform the Local Authority in advance if you are proposing to make alterations or extensions to the Stadium or any of its installations other than by way of routine maintenance works.

### RIGHTS OF APPEAL

5. The Act gives rights of appeal against decisions of the Local Authority or the inclusion of any of the terms or conditions in this Certificate. The periods within which appeals must be lodged and the procedures to be followed are laid down in the Safety of Sports Grounds Regulations 1976.

SAFETY OF SPORTS GROUNDS ACT 1975

GENERAL SAFETY CERTIFICATE

To: Leeds United Association Football Club Limited

WHEREAS on 1 November 1979 West Yorkshire Metropolitan County Council (hereinafter called "the Local Authority") issued pursuant to the Safety of Sports Grounds Act 1975 to Leeds United Association Football Club Limited a general safety certificate for the sports stadium known as Leeds United Football Club ground at Elland Road Leeds (being a designated stadium for the purposes of the said Act) shown on the plans nos. 516/4G, 516/6D, 516/7D, 516/8C, 516/9E, 516/10C and 516/15E hereto annexed.

AND WHEREAS the Local Authority is satisfied that the said Leeds United Association Football Club Limited is a person likely to be in a position to prevent contravention of the terms and conditions of a safety certificate.

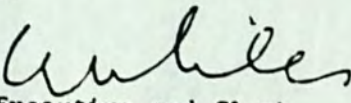
NOW the Local Authority in exercise of the powers conferred by Sections 2, 3 and 4 of the Safety of Sports Grounds Act 1975 and of all other enabling powers HEREBY CERTIFIES the said stadium in respect of the use thereof for:-

- (a) the playing of football matches;
- (b) the following ancillary activities for periods of not more than 2 hours before the start and 1 hour after the end of the football match, that is to say -
  - (1) the playing of music and singing;
  - (2) the provision of news and comment associated with football;
  - (3) the sale of tickets for forthcoming activities, programmes, newsheets and souvenirs;
  - (4) the sale and consumption of refreshments;
  - (5) public collections previously approved in writing by the chief officer of police;
- (c) any activity ancillary to or connected with football previously approved in writing by the Local Authority or the chief officer of police;

from the date hereof SUBJECT to the terms and conditions contained in Schedules 1, 2 and 3 hereto being such as the Local Authority consider necessary or expedient to secure reasonable safety at the said stadium when it is in use for the activities specified above, this Certificate being in replacement for the Certificate issued on 1 November 1979 which shall cease to have effect.

SIGNED by authority of West Yorkshire  
Metropolitan County Council

Dated 1 April 1985

  
Chief Executive and Clerk

SCHEDULE 1

GENERAL CONDITIONS

1. Interpretation

In this and the following Schedules where the context so admits:-

- 1.1 "the Act" means the Safety of Sports Grounds Act 1975;
- 1.2 "the Holder" means Leeds United Association Football Club Limited or such other person to whom this Certificate is transferred under Section 4(5) of the Act;
- 1.3 "the Local Authority" means the West Yorkshire Metropolitan County Council;
- 1.4 "the Police" means the chief officer of police or, as the case may require, the police officer having charge of the Stadium on the occasion of a specified activity;
- 1.5 "specified activity" means an activity or activities specified in this Certificate;
- 1.6 "the Stadium" means the sports stadium known as the Leeds United Football Club ground at Elland Road in the City of Leeds shown on plan no 516/6D;
- 1.7 Other expressions have the same meaning as in the Act;
- 1.8 References to plans are references to plans annexed to this Certificate.

2. Capacity of Stadium

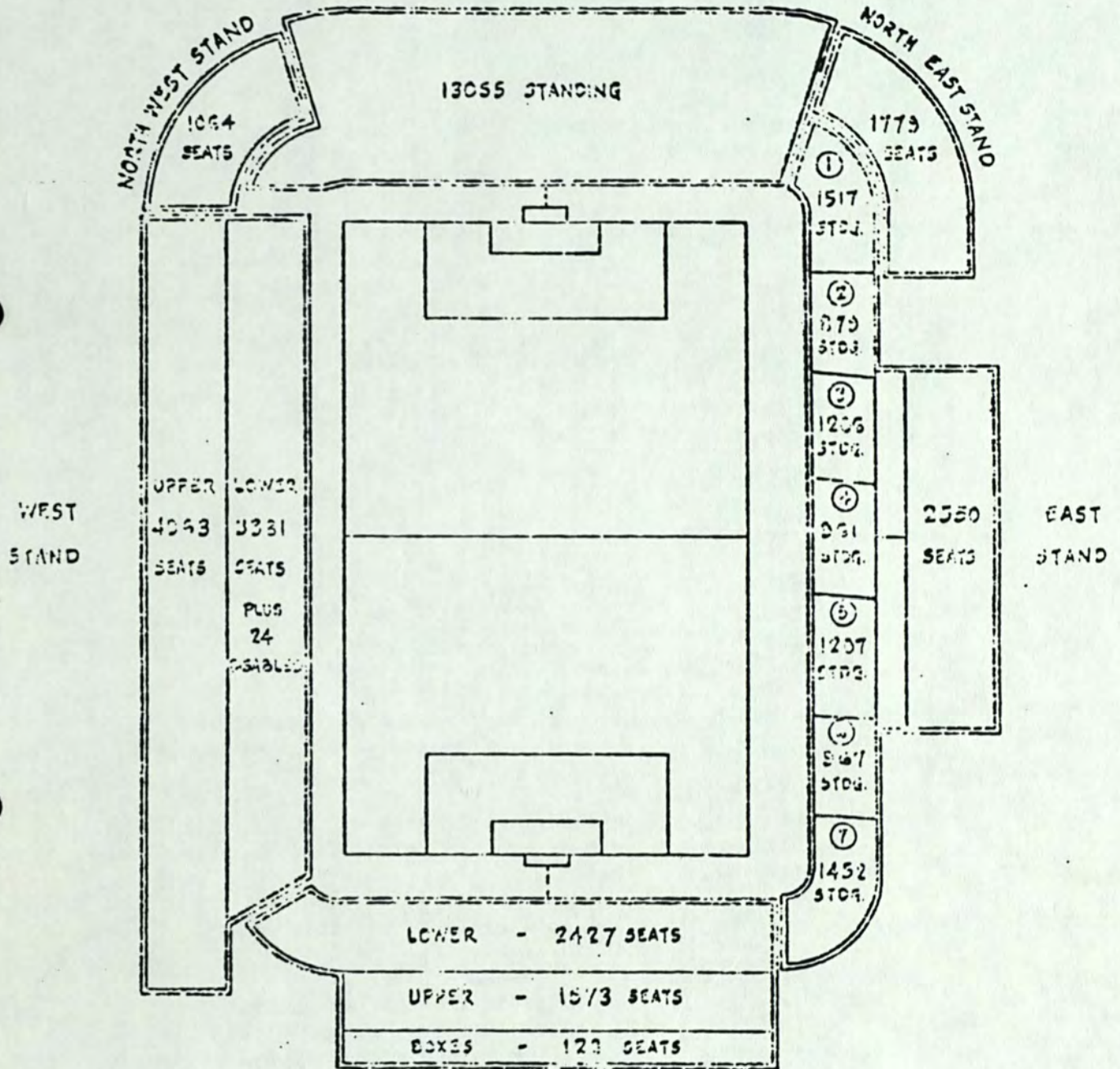
- 2.1 The number of spectators to be admitted to the Stadium shall not exceed 39,133.
- 2.2 The number of spectators to be admitted to each part of the Stadium as shown on the layout plan below shall (subject to Section 2.3 below) not exceed the number specified in the following table:-

<u>POSITION</u>	<u>SECTION</u>	<u>SEATING</u>	<u>TERRACING</u>	<u>TOTALS</u>
WEST	LOWER	3381+24 DISABLED		
	UPPER	4963		8368
NORTH WEST		1064		1064
NORTH			13055	13055
NORTH EAST		1779		1779
EAST		2550		
	1		1517	
	2		879	
	3		1206	
	4		961	
	5		1207	
	6		967	
	7		1452	
				10739
SOUTH	LOWER	2427		
	UPPER	1573		
	BOXES	128		4128
<u>TOTAL</u>		<u>17889</u>	<u>21244</u>	<u>39133</u>

# LEEDS UNITED A.F.C.

MALIFAX/MUDDERSFIELD ← GELDERD ROAD → LEEDS

NORTH STAND



SOUTH STAND

CAR PARKS ← ELLAND ROAD → LEEDS

GROUND CAPACITY 30153

- 2.3 Provided that if the gate in the fence marked A-B on plan 516/4G is not manned in accordance with Section 6.1 below during a specified activity then for the number "10739" (being the terracing capacity of the area marked "E" on the layout plan above) there shall be substituted the number "8320".
- 2.4 Discretion to be available to the Chief Officer of Police, in consultation with the Club to determine, prior to each game, areas of crowd segregation.

3. Safety Measures

- 3.1 Crush barriers shall be provided and maintained to the satisfaction of the Local Authority in the positions shown on the plan number 516/15E.
- 3.2 A central control room shall be provided for the use of the Police and maintained with such other control points and ancillary facilities as the Police may from time to time require.
- 3.3 An emergency lighting system shall be provided and maintained so that in the event of failure of the general lighting system a generator complying with the following specification shall come into operation after a four-second delay and light all parts of the Stadium necessary for spectators to leave the Stadium:-

PARTICULARS OF GENERATOR

Dale Electrics diesel operated  
Type MF/15 DSV  
Serial Number 13731  
AC 3 phase PF 0.8  
415/240 voltage  
Rating 150 KVA 120 KW 210 amps

- 3.4 Fire-fighting equipment shall be provided and maintained in accordance with Schedule 2 hereto in the positions shown on plans 516/7D and 516/8C.
- 3.5 A communication and warning system, including a public address system, shall be provided and maintained to the satisfaction of the Local Authority and the Police.
- 3.6 A suitably equipped first-aid room shall be provided and maintained for the use of persons attending a specified activity.
- 3.7 The Holder shall carry into effect at a specified activity such measures as the Police may from time to time require to control admission to the Stadium and to ensure the segregation of home and visiting supporters.
- 3.8 Clearly printed notices in the form set out in Schedule 3 hereto shall be exhibited and maintained in the following positions:-
- A Near each item of fire fighting equipment
- B In the Police Control Room, Press Room, First-Aid Room, Entrance to Manager's Office, Club Control Room, Club Reception, The 100 Club Room, the Directors' Club Room.

- 3.9 The notices required under Sections 3.8 above and 6.7 below shall at all times be maintained in the allotted positions and kept unobstructed and legible.
- 3.10 Fencing shall be provided and maintained to the satisfaction of the Local Authority in the position shown on the plan number 516/15E.
- 3.11 Wind speed measuring and recording equipment shall be provided and maintained and
- (a) In the event of 5 gusts of wind of 70 mph or more being recorded or observed in any 15 minute period on the day of a game the East Stand both seating and terracing shall not be used.
  - (b) In the event of the wind speed increasing during the time the stadium is in use for a specified activity to gusts of 70 mph or more the Holder shall if he considers it necessary arrange with the assistance of stewards and the police the evacuation of all or any part of the stadium.
  - (c) Following any occasion on which the wind gusts at 70 mph or more the East Stand shall not be used again except after consultation with the Local Authority.
  - (d) Records of wind speed shall be forwarded to the Local Authority at monthly intervals.

4. Inspections

- 4.1 Once at least in every 12 months commencing 1 May or at any other such occasion when requested so to do by the Local Authority the Holder shall arrange for the carrying out in accordance with any appropriate British Standard Code of Practice by properly qualified persons of inspections of the following matters:-
- A All electrical installations within or associated with the stadium.
  - B All fire-fighting equipment.
  - C The condition and operation of the wind speed measuring and recording equipment.
  - D 20% of all crush barriers, balustrades and handrails selected in accordance with a programme approved by the Local Authority and tested to meet the requirements of Section 13.3 of the "Guide to Safety at Sports Grounds - Football" (Home Office HMSO 1976).
  - E The general fabric and structure of the stadium.
  - F The condition of all crush barriers, balustrading and handrails, standing surfaces, seats, steps, stairs, ramps, doors, gates, fences, boundary walls and other structures within the stadium.
- 4.2 The results of the above inspections shall be recorded on the Annual Record of Inspection Sheet provided by the Local Authority, and where appropriate this shall be accompanied by reports or certificates from the persons carrying out the inspections.



- 4.3 Details of items requiring maintenance or repair are to be listed on a separate schedule, giving the dates of carrying out any necessary work.
- 4.4 Copies of the Annual Record of Inspection Sheets, Certificates, Reports and Repair and Maintenance Schedules shall be forwarded to the Local Authority not later than 1 August in each year. The Club shall provide to the Local Authority proposals for rectifying defects highlighted in the Inspection Reports, within 14 days of receipt of the reports by the Club.
- 4.5 On every occasion on which a specified activity takes place at the stadium, before the commencement of such activity the stadium and all facilities to be used by spectators therein shall be inspected to ensure that they are safe and fit for use and in particular all exit doors or gates shall be tested to ensure that they open freely and the emergency lighting system and the communication and warning and public address system shall be tested by a competent electrician.
- 4.6 After every occasion when a specified activity takes place at the stadium, the stadium and all facilities used by spectators therein, including the condition of terraces, viewing slopes, staircases, stand seats, crush barriers, perimeter fences, pen fences, gates and balustrades shall be inspected for any source of danger to spectators.
- 4.7 Inspections carried out under 4.5 and 4.6 shall be recorded in a log book kept at the ground for this purpose. Any defects shall be remedied before any specified activity takes place. The record shall include the date and details of the inspection, any faults found and steps taken to remedy such faults. The log book should be available for that inspection.
5. Attendance at Specified Activities
- 5.1 The Holder shall ensure that on every occasion when a specified activity takes place at the stadium an individual designated in writing by the Holder is in attendance who shall before the commencement of a specified activity be identified in writing to the Police shall be present at all times when the stadium is in use for that activity and shall ensure that the terms and conditions of this Certificate are complied with in relation to that activity.
- 5.2 The Holder shall ensure the attendance at a specified activity of an adequate number of persons appropriately qualified in first aid who shall be distributed (subject to any directions of the Police) in such a manner as to have reasonable access to all parts of the stadium.
- 5.3 The Holder shall arrange for the attendance at a specified activity of as many police officers within the stadium as the Police consider adequate to secure orderly and decent behaviour within the stadium.
- 5.4 The Holder shall ensure the attendance at a specified activity of Stewards in the following numbers and with the following duties, that is to say:-

- A 22 Stewards to man such exit doors and gates as are not open continuously while the stadium is in use for the specified activity;
- B 50 Stewards to control and direct spectators within the stadium and to patrol the stadium and deal with any emergency including raising the alarm and extinguishing fires;

provided that such numbers may from time to time be varied as directed by the Police. Such Stewards shall be required by the Local Authority and the Police and shall be identifiable by dress and distributed (subject to any directions of the Police) in such a manner as to discharge competently the functions specified above.

- 5.5 The Holder shall ensure the attendance at a specified activity of a competent electrician employed by the Holder.

- 6. Means of Egress

- 6.1 Except where otherwise marked on plans 516/9E and 516/10C, during a specified activity all doors and gates which form an egress route between accommodation for spectators and a public highway or other open space outside the stadium shall be so secured as to open immediately and easily from the inside. All final exit doors or gates (marked with a star on plan 516/9E) may be locked on condition that each door or gate is during a specified activity manned by at least one Steward and only one lock is fitted thereto to which the Steward (or one of the Stewards, if more than one) has the key continuously on his person during the specified activity. All such final exit doors or gates shall be opened by the Stewards at any time on evacuation of the Stadium or any part thereof on being ordered so to do by the Holder or by a police officer or by a person designated under Section 5.1 above. In order that the Stadium may be cleared at the end of a specified activity all doors or gates (including final exit doors or gates) shall be opened and all gates shall be secured in the fully opened position at such time before the end of the match as may be directed by the Police. Provided that the Police may direct that on any particular occasion of a specified activity the requirements of this Section shall not apply to such doors or gates as may be directed with the exception of doors or gates marked "Exit No. " and individually numbered on plan 516/9E which are essential for means of escape purposes irrespective of the activity, although this requirement may be varied by the Chief Officer of Police if and when only parts of the stadium are in use.
- 6.2 All routes for ingress to and egress from the Stadium shall be kept free from obstruction before, during and after every specified activity.
- 6.3 The direction of opening of doors indicated on plans 516/9E and 516/10C shall not be altered without the prior written approval of the Local Authority.
- 6.4 All doors fitted with self-closing devices shall be maintained self-closing at all times and shall not be kept in an open position.
- 6.5 All stairs, steps and passages forming part of any means of ingress to or egress from the stadium shall be maintained with non-slip and even surfaces, and all stair coverings shall be secured and maintained so as not to be in any way a source of danger to spectators.

- 6.6 No equipment or goods of mobile sales staff shall be positioned during a specified activity so as to obstruct any exit route. All facilities for mobile sales staff shall be sited in positions approved by the Police.
- 6.7 Exit signs shall be maintained of the size and in the positions shown on plans 516/9E and 516/10C.
- 6.8 The doors or gates in the perimeter fencing along the northern eastern and western sides of the playing area may be locked on condition that each door or gate is during a specified activity manned by at least one Steward and only one lock is fitted thereto to which the Steward (or one of the Stewards, if more than one) has the key continuously on his person during the specified activity. All such doors or gates shall be opened by the Stewards at any time on evacuation of the stadium or any part thereof on being ordered so to do by the Holder or by a police officer or by a person designated under Section 5.1 above. Provided that the Police may direct that on any particular occasion of a specified activity the requirements of this Section shall not apply to such doors or gates as may be directed.

7. Keeping of Records

- 7.1 The Holder shall cause to be kept the following records in such form as the Local Authority may from time to time direct:-

- A A record of the number of spectators admitted to the stadium and to each separate part (as specified in Section 2.2 above) of the stadium on every occasion when a specified activity takes place at the stadium.
- B A record of the inspections required to be carried out under Sections 4.1, to 4.7 (inclusive) above and of the findings of such inspection as to the condition or working order of the matters there specified.
- C A record of all training and instruction given and exercises held in accordance with Section 8 below, such record to include the following matters:-

Date and Time of Instruction and Exercise  
Duration  
Name of Person giving Instruction  
Names of Persons receiving Instruction  
Nature of Instruction or Exercise.

8. Emergency Action

- 8.1 Written instructions approved by the Local Authority and the Police about the action to be taken in case of emergency shall be readily available to all staff and Stewards at all times, and in particular each member of staff and Steward shall receive a personal copy of such instructions.
- 8.2 All members of staff and all Stewards shall in the month of July in every year receive practical instruction and training appropriate to their responsibilities in case of emergency. Exercises for all staff and Stewards shall be carried out regularly to ensure the smooth

operation of procedures for dealing with an emergency. All members of staff and Stewards shall receive refresher training once at least in the months of October and January in every year. All training instructions and exercises shall be carried out by a competent person.

- 8.3 The person designated in relation to any specified activity under Section 5.1 and every Steward shall take all such action as may be required by the Police to secure the evacuation of the stadium or any part thereof.

9. Media Personnel and Equipment

- 9.1 Members of the press and radio and television services having access to public and playing areas of the stadium shall be identifiable as such by badges or other marks and shall be restricted to positions approved by the Police.

10. Flammable Materials

- 10.1 No flammable gases or liquids shall be stored or used in any part of the stadium without the prior approval of the Local Authority.
- 10.2 No accumulation of combustible rubbish, dirt, surplus materials or goods shall be permitted to remain in any part of the Stadium except in a place and quantity approved in writing by the Local Authority.

11. Parking of Vehicles

- 11.1 No vehicle may be parked or left within the stadium except in accordance with the directions of a police officer.

12. Supplemental

- 12.1 Without prejudice to the foregoing conditions the Holder shall be at liberty to formulate conditions for the management of the stadium and for the admission of spectators thereto having first obtained any necessary approvals required under the terms and conditions of this Certificate.

SCHEDULE 2

FIRE FIGHTING EQUIPMENT

The following is a schedule of the fire fighting equipment provided throughout the ground

NORTH STAND

Ground Floor - 3 bars each having 2 x 2 gallon water extinguishers

NORTH EAST STAND

Ground Floor - 2 bars each having 2 x 2 gallon water extinguishers

First Floor - 2 bars - one has 2 x 2 gallon water extinguishers  
- one has 1 x 2 gallon water extinguisher

EAST STAND

Ground Floor - 2 bars each having 1 x 7 lb Dry Powder extinguisher

First Floor - 3 bars - 2 having one 7lb Dry Powder extinguisher  
- one bar has a 14 lb Dry Powder extinguisher

SOUTH STAND

Ground Floor - 2 bars each having one 7 lb Dry Powder extinguisher

First Floor - 2 bars each having one 7 lb Dry Powder extinguisher

Executive Lounge - 2 x 2 gallon water extinguishers

Executive Kitchen - 1 x 7lb Dry Powder extinguisher

Executive Boxes  
Corridor - 3 x 2 gallon water extinguishers

WEST STAND

Ground floor - South End - one hose reel and one 7lb Dry Powder extinguisher  
South of Centre - one hose reel  
North of Centre - one hose reel, one 7 lb Dry Powder extinguisher  
North End - one 7lb Dry Powder extinguisher  
Groundsman's Store - 1 hose reel

First Floor - South End - 1 hose reel and one 7 lb Dry Powder extinguisher  
South of Centre - one hose reel  
North of Centre - one hose reel  
- one 7 lb Dry Powder extinguisher  
North End - one 14 lb Dry Powder extinguisher

NORTH WEST STAND

First Floor - One 14 lb Dry Powder extinguisher

FIRE INSTRUCTIONS

ON SUSPICION OR DISCOVERY OF A FIRE

1. If the fire can be quickly contained tackle the outbreak using the nearest fire fighting equipment.
2. Inform the Club Control Room and Police Control Room using the quickest communication system.

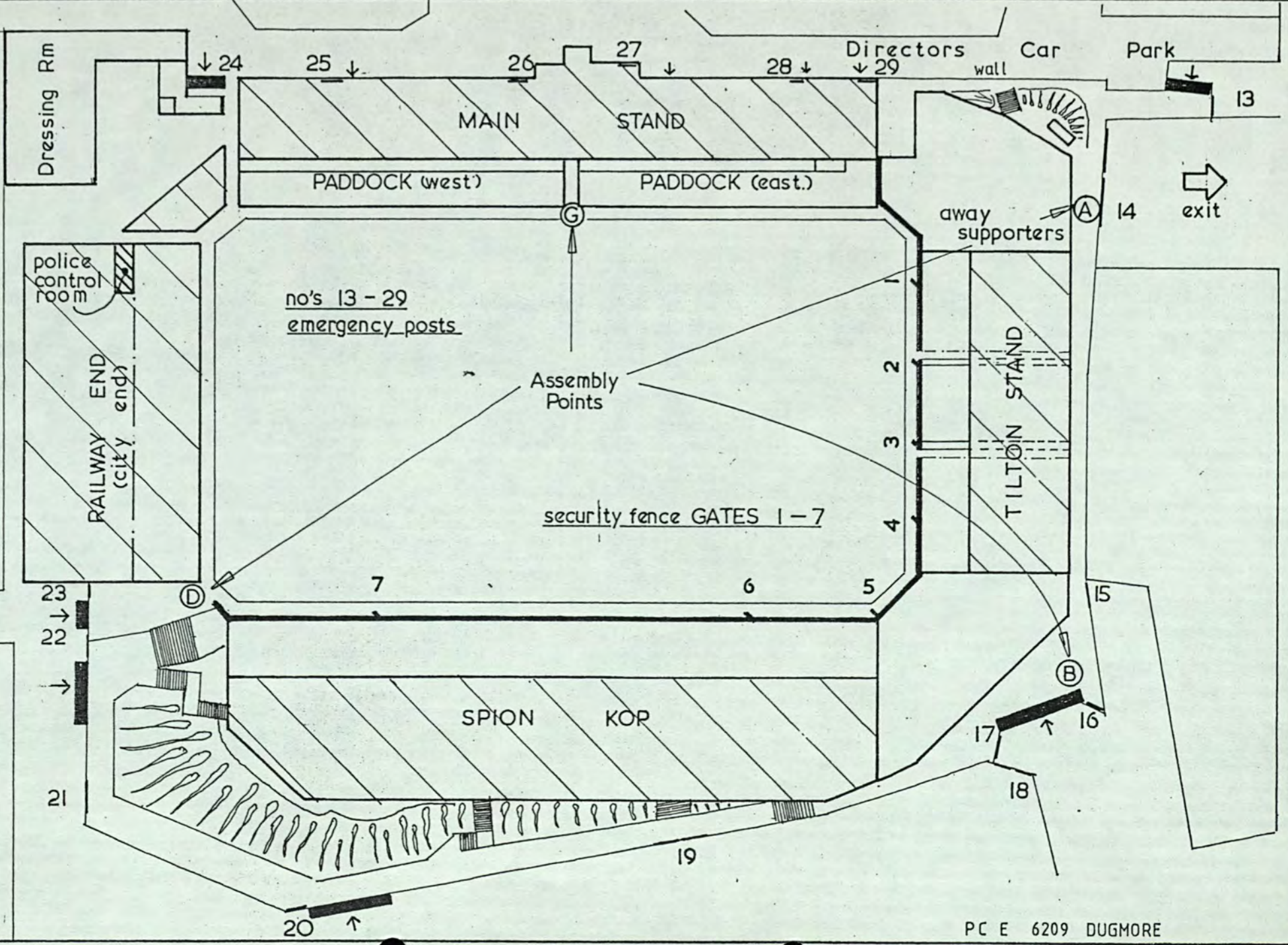
CALLING THE FIRE BRIGADE

In the event of a fire no matter how small, or on suspicion of a fire the Fire Brigade must be notified immediately using the 999 facility.

ACTION

Instructions on any further action required will be given by the Club or the Police.

6



MEMORANDUM TO FOOTBALL LEAGUE CLUBS REGARDING CROWD CONTROL1. CLUBS ONLYMANDATORY

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

Strongly Recommended

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

2. IN RELATION TO ALCOHOLMANDATORY

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

Strongly Recommended

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



3. CLUBS WITH THE POLICE

MANDATORY

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

Strongly Recommended

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

4. CLUBS AND SUPPORTERS' CLUBS

Strongly Recommended

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

*E.A. Croker*

E.A. Croker  
General Secretary

17th August, 1983.



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref: M/PSO/14479/85

Your ref: EAC/JKY/886

16 July 1985

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

*Dear Ted:*

Thank you for your letter of 3 June with which you enclosed copies of extracts from 'Bulldog' magazine. These make appalling reading, and I am passing them on to the Prime Minister and the Home Secretary.

You will realise, of course, that if anything is to be done to deal with specific instances of violence being initiated or encouraged by National Front members, the police will require firm evidence; the Home Secretary has asked that anybody who has such evidence should make it available to the police. Without such evidence, it is very difficult to take any action, however horrible we feel this overt racism to be.

*Neil*  
*Macfarlane*

NEIL MACFARLANE

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

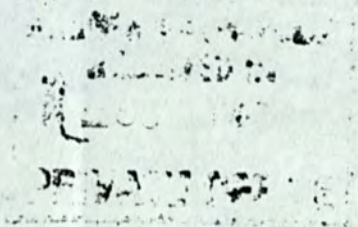
16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/JKY/886

Your Ref:

3rd June, 1985.

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



*Dear Sir,*

As promised at our meeting at 10 Downing Street on Friday last, I attach herewith copies of various pages from a magazine Bulldog.

Although I did not make a point of it at the time of our meeting, it is as well that you should know that these were sent to me by Denis Howell.

Yours sincerely,



*EAC*

E.A. Croker  
General Secretary

# YOUTH IN ACTION

**NOTTINGHAM:** The YNI regional seminar held recently in Nottingham was a great success. YNI members from all over the Midlands and the North attended to hear lectures given by key NI and YNI officials. These included talks from Tony Reed-Herbert, Joe Pearce, Nick Griffin, Eddy Morrison and Colin Seal on subjects such as Youth Organisation and Silk Screen Poster Printing. After the seminar a disco was held for all those in attendance.

**EUSTON:** Members of the YNI and NI disrupted a live immigration debate on Capital Radio last month. The YNI members succeeded in getting ten tickets for the programme, which meant that ten members managed to get into the audience. Even though the Front were well outnumbered by Blacks and assorted Red filth, it didn't take the NI long to take control of the debate. Awkward questions and heckling from the floor made the Labour and Tory guests feel very unwelcome. In short, the YNI turned the pro-immigration debate into an argument over the morals of repatriation. Which can't be bad when there are over one million people listening to it on the radio!

**EAST HERTS:** YNI activists from all over North London attended a demonstration in East Hertfordshire recently. They joined up with local YNI members to stage a protest against a council ban on the National Front's freedom of speech. Some of the demonstrators are pictured below.



**WEST BROMWICH:** The YNI in West Bromwich has been very active in recent months. Support for the NI amongst local youths is growing and a separate girls' unit of the YNI has been set up. YNI Organiser Mark Plaza has also organised a *Keep Out The Boat People* march to Walsall Town Hall where a 400 name petition was handed in to council officials.

**FOLKESTONE:** On the same day as YNI activists in the Midlands and North were attending the Regional Seminar in Nottingham, YNI members in the South were marching in Folkestone in support of free speech. The march, which was organised by the Kent NI Regional Council, was well attended by YNI members from the South East. The march was organised as a protest against the council ban on the National Front's right of free speech. A coffin with the slogan *Death of Democracy* was carried at the front of the march.

**BELFAST:** The newly-formed National Front Branch in Belfast is going from strength to strength. The Branch, which is run entirely by YNI members, was only formed a few months ago but it has already won itself lots of publicity in Ulster's newspapers. The policy of the Belfast NI is clear and precise. Ulster is forever British! Hang the IRA!

**OLDHAM:** Fifteen youths attended the inaugural meeting of the Oldham Young National Front recently. The Oldham YNI announced after the meeting that they would be concentrating on selling *Bulldog* and giving out leaflets at local schools.

# On the FOOTBALL FRONT

We had joy - We had fun - We had the  
**REDS ON THE RUN!**



THE YOUNG NATIONAL FRONT continues to sell a large number of *Bulldog* and *VI News* outside Leeds United's ground. Above left - Another successful YNI sale outside Elland Road. More and more Leeds fans are now joining the NF.

Above - The Reds, infuriated by the success of the YNI, try their luck at giving out leaflets to Leeds supporters.

Left - After being chased off by angry fans, all that the Reds leave behind them is ripped up leaflets!

## BULLDOG SELLING BY THE HUNDRED OUTSIDE FOOTBALL GROUNDS

The circulation of *Bulldog* continues to grow with every new issue that comes out!

One of the reasons for this increase is the large number of *Bulldogs* being bought by football supporters at soccer grounds.

At Chelsea, *Bulldog* and *VI News* are sold at most home games and support for the Front at Stamford Bridge is growing all the time. In fact, in next month's *Bulldog* there will be a special report on YNI activity at

Chelsea by a supporter from Faling.

Although sales of *Bulldog* are going up we are still not selling as many copies as we could be! *Bulldog* should be sold outside every ground, not just some.

Any football fans who want to sell *Bulldog* to their mates at matches should send £2 + 50p postage to YNF, PO Box 105, Great Eastern Street, London EC2. For this price we will send you 50 copies.

## JOIN OUR FIGHT!



- ★ Stop immigration - start repatriation
- ★ Britain for the British
- ★ Fight unemployment by introduction of import controls on manufactured goods that we can produce ourselves
- ★ Get Britain out of the Common Market and restore trading links with the countries of the White Commonwealth
- ★ Stand by the Loyalist majority in Ulster. Smash the IRA!
- ★ Stop all overseas aid. Build homes and hospitals for our own people
- ★ Fight Communism!

Please send me further information on the Young National Front. I enclose 25p  Tick box I agree with the views of the Young National Front and I would like to become a Full Member of the YNI. I enclose 12p  Tick box

Name

Age (if under 25)

Address

School or College (if applicable)

Send to: The Secretary, PO Box 105, London EC2P 2AE

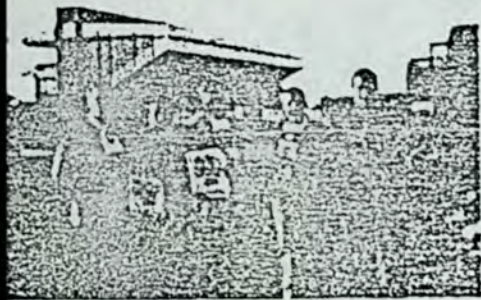
Bulldog

## MILLWALL FANS IN RACE RIOT

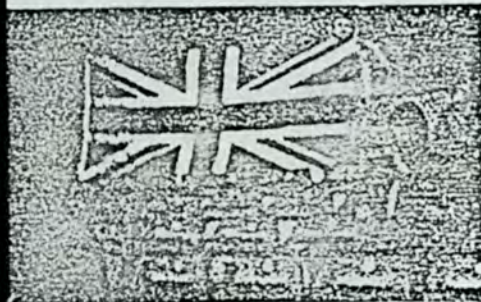
RACIAL VIOLENCE broke out following a pre-season friendly between Millwall and Crystal Palace.

The trouble started when Millwall fans were leaving Selhurst Park after their team had beaten Crystal Palace 3-1. Gangs of Blacks attacked the Millwall fans and running battles broke out in the streets round the ground. These Blacks were not Palace fans but were just interested in fighting with Whites. But Millwall are well known for being a tough lot of supporters, and some of the Blacks took a real beating.

## NF support at Glasgow Rangers



A group of Rangers fans sell Bulldog outside their recent home match. Support for the NF is still growing at Ibrox Park.



Two Scottish NF members hold up a Union Jack inside the ground.

**RACIAL VIOLENCE SPREADS ALL OVER THE WORLD!**

**SPECIAL REPORT IN THE NEXT ISSUE Don't Miss It!**

# On the FOOTBALL FRONT!

## CHELSEA FANS ARE STILL TOP OF THE RACIST LEAGUE!

CHELSEA fans are champions of the Racist League for the second year running.

Last year they were put at the top of the Racist League by the *Daily Star*. The *Star* called it the "League of Louts" and they said that Chelsea had the most "NF thugs" amongst their supporters.

This season Chelsea fans are still as racist as ever. Three supporters were kicked out of the Shed by the police during the friendly

match against Arsenal. They were kicked out when the whole of the Shed end started to chant "Get that nigger off the pitch!"

West Ham and Leeds are close behind Chelsea in second and third place. West Ham fans were slagged off in *The Sun* newspaper last season because they were racists. *The Sun* said: "At West Ham, fascist White louts threw bananas on the pitch at two Black players on the opposing side."

### "THE LEAGUE OF LOUITS"

1. CHELSEA
2. WEST HAM UNITED
3. LEEDS UNITED
4. LINFIELD
5. BIRMINGHAM CITY
6. MILLWALL
7. COLERAINE
8. TOTTENHAM HOTSPUR
9. GLASGOW RANGERS
10. CARLISLE UNITED

## JOIN OUR FIGHT!



- Britain for the British. Stop immigration — start repatriation.
- Put Whites first in housing and jobs.
- British jobs for British workers. Ban foreign imports — build up our own industries.
- Support the Ulster Loyalists. Smash the IRA!
- Get Britain out of the Common Market.
- Stop all overseas aid. Build homes and hospitals for our own people.
- Smash Communism!

Please send me further information about the YNF I enclose 30p  Tick box.

I would like to become a Full Member of the YNF I enclose £3.00  Tick box

Name .....

Age .....

Address .....

School or College (if applicable) .....

Send to: The Secretary, 50 Pawns Road, Croydon, Surrey CR0 2QF.

Printed & published by YNF Secretariat, 50 Pawns Road, Croydon, Surrey CR0 2QF

Bulldog

# YOUTH IN ACTION

**BIRMINGHAM:** 200 Young National Front supporters turned out to protest against an IRA march in Birmingham recently. The IRA march passed by the pub which they blew up in 1974, when they killed 21 people. The YNF, seeking revenge for these murders, attempted to break the police cordon to get at the marchers. Scuffles broke out and seventeen people were arrested. Among the YNF demonstrators was 15 year old Paul Stewart, whose sister died in the pub bombings. He said: "It makes me feel sick. I can never forgive the people who did it."

**MANCHESTER:** Squeals of protest rang out among liberal lefties in Manchester when the local YNF announced a new recruitment drive in Tameside schools. The campaign started with a leafletting session at Hyde Grammar School. Between 250 and 300 *Youth Unemployment* leaflets were handed out, much to the annoyance of headmaster Richard Evans. He was described as being "angry" and getting "very excited" when the YNF turned up outside the school gates. But the YNF refused to move and they gave out all of the leaflets they had before leaving. Amongst other people who were annoyed by the new youth recruitment drive was local councillor Roy Oldham. He said "I will be advising by letter all heads to do all they can to prevent any of this material getting into the schools." Regardless of efforts by left-wing councillors and liberal teachers to stop them though, the Manchester YNF went ahead with the campaign at other schools in the area.

**DOVER:** YNF Organiser Paul Johnson is doing a great job in helping to build the National Front in Kent. The latest activity to be organised by Paul was an anti-IRA rally in Dover which gained a good deal of local publicity. Other



activities organised by him include the "Free March For The National Front" march through Stone, when 120 members turned out to protest against the local Council's ban on all NF flags in the area.

## .F. SHOP WINDOW

National Front "T" Shirts £2.50 + 15p  
State whether you want small, medium sizes when you order.  
Anti Communism badges. 25p + 8p  
20p each for orders of 10 or more.  
Front Rules OK badges. 20p each + 8p  
15p each for orders of 10 or more.  
Orders to Young National Front, PO  
73 Great Eastern Street, London

## NATIONALISM TODAY

Radical Nationalist magazine. Annual  
— £5 from Hill House, Huntingfield,  
Suffolk.

# On the FOOTBALL FRONT

## YNF Organiser in Football Race Riot

**MARK PLAZA**, YNF Regional Organiser for the West Midlands, has paid the price for defending himself against vicious Asian attackers. He has been sentenced to 18 months' imprisonment.

Mark was caught up in a race riot when twenty Pakistanis, brandishing knives and other weapons, attacked a group of Whites. During the fighting that followed Kevin Plant, a 17 year old White youth, was stabbed in the arms, legs and chest. He also suffered a mild heart attack due to the shock of his injuries and was only revived from death at the last minute by an ambulance man.

Not surprisingly the police didn't arrest the Asian attacker because of "lack of evidence", but instead they picked on Mark and another White youth. The police still refused to prosecute even when several eye witnesses made statements against the Pakistani who had stabbed Kevin Plant.

Mark Plaza is quite obviously a victim of racial discrimination, the anti-White discrimination of the Birmingham police, who consider it a crime for a White youth to protect himself in his own country from attacks by knife-wielding Blacks.

However, Mark is undeterred by the prison sentence, and he promises to "fight to the end against the conspiracy of multi-racialism".

Any YNF members who would like to show their support to Mark should write to Mr Mark Plaza, No. C22050, HM Prison, Birmingham B18 4AS.

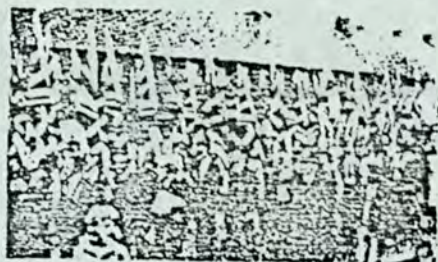


Chelsea National Front "T" Shirts are now available from Chelsea NF, c/o PO Box 163, London EC2A 3AU. Price £2.50 + 20p postage.

### NEWPORT PHOTOS

Do you need any photographs taken? Why not contact Ian Newport, the NF's official photographer? Ian Newport, c/o PO Box 163, 73 Great Eastern Street, London EC2A 3AU.

## JOIN OUR FIGHT!



- \* Stop immigration — start repatriation
- \* Britain for the British
- \* Fight unemployment by introduction of import controls on manufactured goods that we can produce ourselves
- \* Get Britain out of the Common Market and restore trading links with the countries of the White Commonwealth
- \* Stand by the Loyalist majority in Ulster. Smash the IRA!
- \* Stop all overseas aid. Build homes and hospitals for our own people
- \* Fight Communism!

Please send me further information on the Young National Front. I enclose 25p  Tick box  
I agree with the views of the Young National Front and I would like to become a Full Member of the YNF. I enclose £2  Tick box

Name

Age (if under 25)

Address

School or College (if applicable)

Send to The Secretary, PO Box 105, London EC2P 2AE.

Bulldog



Rod Roberts' gun haul.



Roberts (left, with shades) on 1979 BM demo

## BRITISH MOVEMENT GUN THUG ON THE LOOSE

Rod Roberts, sentenced to seven years' imprisonment in 1981 for illegal possession of a huge cache of arms and ammunition, has recently been released from prison.

Like his fellow nazi, Harvey Stock, who got only a two year suspended sentence for his part in building up an

arsenal of sophisticated weapons and thousands of rounds of ammunition, Roberts is eager to return to action on the far right.

Roberts, Stock and others drifted between British Movement, the National Front and the League of St George, while amassing weapons from a spread of contacts. The sources included not

only registered arms dealers selling weapons illicitly on the side, but also contacts within the armed services.

Official sources at the time of the trial intimated that Roberts had several cover identities, with papers to match, to facilitate his travels in nazi circles abroad.

Rod Roberts was part of a wide network of nazis in Britain and elsewhere, whose objectives were, and still are, to build up an armed cadre on the far right.

### NF FAN DEATH CHARGE

A LEADING National Front member has been charged with unlawful killing following the death of a football fan at an Xmas fixture.

John Ellison, till last year secretary of the Blackburn NF branch, is accused of killing 28-year-old Peter Farish of Carlisle, who died four days after being struck on the head during the Blackburn-Carlisle game at Carlisle on 23 December.

Mr Farish, a father of two, had been on a life support system for four days when he died on 28 December.

21-year-old Ellison was charged the same day and later released on bail. A known football fan, he was in the news last year when a Blackburn NF banner belonging to him was flaunted during violent incidents at the Parc des Princes in Paris, when England met France in a 'friendly' international game.

Before joining the NF, Ellison had been a member of British Movement.

### NF MAN STABS NEIGHBOUR

ANOTHER former NF member has been in trouble with the courts following a stabbing attack on a neighbour.

Graham Simmonds, aged 23 of Lordswood in Kent, was found guilty of maliciously wounding Joyce Elizabeth, and

sentenced to 12 months imprisonment suspended for two years, and ordered to pay £100 compensation.

Judge Margaret Cosgrave, who sentenced him, had called for extensive probation reports.

### BNP THREAT TO CAMPS

CND campaigners in Cornwall have discovered that British National Party members have been visiting building sites in the Liskeard area distributing badges saying "Smash CND scum".

They have also been trying to recruit heavies to 'pay visits' to the peace camp now established outside the St Mawgan air force base where CND believes a major nuclear warheads store has been established.

## NEWS IN BRIEF

#### ● PUNK DAUBED SHOP

A 16-year-old punk daubed National Front slogans and a swastika on the windows of an Asian shop in Worthing. Slogans, including "Pakis Out", were daubed on the windows of V G Foodstore in Rowlands Road, managed by Mr Vijay Kothari.

The youth admitted the offence, and also admitted stealing two tubes of glue from Woolworth's for sniffing. Sentence was deferred for a month in the hope that Youth Concern might be able to help the youth, who had previous convictions for burglary and theft. (Worthing Gazette 23.11.84.)

#### ● NF IN POLICE COMMITTEE STORY

An ex-member of the National Front is set for election to the police liaison committee in Brent. Avril Downes, who stood as a candidate in the council elections of 1983, is standing for a place as a committee representative on the committee.

Labour spokesperson Martin Coombe condemned the candidature. Brent Community Relations Council said it would make a political statement.

"We don't think we would be prepared to work with her on the same committee", said community relations officer Vernon Clemens.

Brent Tories have defended Mrs Downes to stand. (Wembley Observer, Middx. 30.11.84.)

#### ● BOMB THREAT AT MINERS' RALLY

A bomb threat was made at the start of a rally in Kent. Police with sniffer dogs had searched the building, and the rally, addressed by Arthur Scargill, proceeded without interruption. Police in vans waited outside the Grand Theatre, in Raingate in case of a three-alarm attack by the National Front. The previous night the outside of the theatre was plastered with Scargill posters. (Thanet Times 27.11.84.)

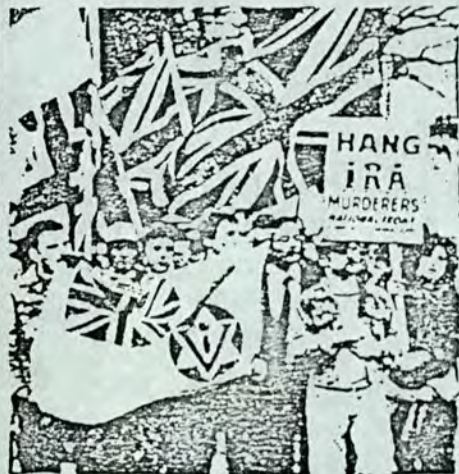
#### ● DRUNKEN ABUSE

A Basingstoke man shouted racist abuse and kicked in a door panel at a West Indian club later apologised, and blamed drink for his behaviour.

"I am not National Front or anything like that, and I did not mean what I said", he said. Shaun Woods, (22), was fined £30 and costs, and ordered to pay £45 compensation when he admitted damaging the door of the United Caribbean Club. (Basingstoke Gazette 23.11.84.)

# YOUTH IN ACTION

**BIRMINGHAM 1:** National Front members mobilised to oppose an IRA march in Birmingham recently. The IRA supporters - which included Iranians and members of the Indian Workers' Association - had originally planned to hold their march in Coventry. But all marches in that city were banned once the NI announced its intention to hold a counter-demo. The IRA switched their march to Birmingham, the city where they blew up two pubs in 1974 killing 21 innocent youngsters. The police tried to stop the London NI coaches from reaching Birmingham. However in stopping the Front coaches they also succeeded in forcing a van load of Red IRA supporters to pull up behind them. Opportunities like this cannot afford to be wasted, so the IRA van had all its windows smashed and a smokebomb was thrown in. The van was last seen heading in the direction of the nearest hospital with orange smoke belching from it! The NI coaches got to Birmingham



and managed to shake off the police escort. The IRA looked set to get the beating they deserved, but the police moved them on and managed to protect them. So instead the Front members, flying Union Jacks and chanting "Smash the IRA!" went on a special long march to show that no one stops the Front from marching.

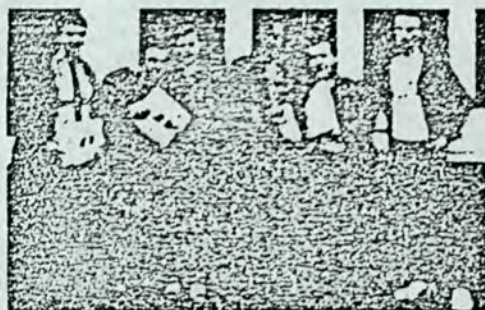
**TUNBRIDGE WELLS:** Tunbridge Wells activist, Paul Comben, raised over £100 for party funds when he completed a sponsored walk from Tunbridge Wells to Tonbridge - a distance of six miles. On his 1½ hour walk Paul carried a large Union Jack. This was his response to recent attempts by Jewish MP's to ban the NI from carrying the Union Jack.

**HARROGATE:** 100 YNI Yorkshire activists took to the streets last month to oppose a march through Harrogate by 300 Communist students. The students - some of whom were bussed in from as far away as Sussex University - were demanding that NI Chairman, Andrew Brons, be sacked from his job of politics lecturer at Harrogate College of Further Education. This provocative march met with a militant response from the YNI members. In the ensuing clashes one Communist was hospitalised.

**BRIGHTON:** 30 placard-carrying members of Brighton YNI demonstrated outside a meeting held by local Labour Party parliamentary candidate, Rod Fitch, Fitch - who is a supporter of the Marxist Militant Tendency - is notorious in Brighton for his pro-IRA sympathies. The demo livened up when some Labour Party Reds tried to attack a young skinhead NI member. Other YNI members went to his aid and within seconds the steps of the meeting hall were covered in fighting bodies and broken placards. No YNI members were injured.

# ON the FOOTBALL FRONT

## Hundreds of *Bulldogs* sold at St. Andrews



The Birmingham NF Sales Team

SUPPORT for the National Front is growing amongst Birmingham City fans. At St Andrews hundreds of copies of *Bulldog* and *NF News* and scores of badges are sold to Blues fans before each match.

Prior to the Birmingham v. West Brom game, Communists tried to hand out Anti-Nazi League leaflets. But Blues fans chased them away from the ground and confiscated their pile of leaflets!

If any *Bulldog* reader wants to join the Blues NF the address to write to is:

Birmingham City NF,  
P.O. Box 544,  
Great Barr,  
Birmingham B43 5QH

## YNF 5-A-SIDE COMPETITION



The Winners



The Runners-Up

FIVE teams of YNF members from Kent took part in a five-a-side football competition recently.

Swale YNF were the winners beating Tunbridge Wells YNF in the final.

Local YNF Organiser, Paul King, reports that it is planned to turn this competition into a regular event.

## BAN CHELSEA FANS SAYS THE STAR



THE *Daily Star* has demanded that Chelsea fans be banned from supporting their team at home and away matches.

The *Star* described Chelsea fans as "brainless yobboes" and demanded that "... the terraces at Stamford Bridge, spawning ground for racial hatred, should be closed immediately."

The *Star's* views on White Chelsea fans contrasts with its attitude to Black rioters. Last year it made excuses for Black rioters saying that they were "underprivileged" and called for more money to be spent on them.

## JOIN OUR FIGHT!



- Britain for the British. Stop immigration - start repatriation.
- Put Whites first in housing and jobs.
- British jobs for British workers. Ban foreign imports - build up our own industries.
- Support the Ulster Loyalists. Smash the IRA!
- Get Britain out of the Common Market.
- Stop all overseas aid. Build homes and hospitals for our own people.
- Smash Communism!

Please send me further information about the YNF. I enclose 30p. Tick box  
I would like to join the YNF. Member of the YNF. I enclose £3.00. Tick box

Name \_\_\_\_\_ Age \_\_\_\_\_

Address \_\_\_\_\_

Send to: The National Front, 100 Broad Street, London, E.C.2

Bulldog



# WHAT THE SUPPORTERS SAY...

## TWO FROM NEWCASTLE

Dear Bulldog,

You may have read in the papers the publicity which Newcastle fans have gained on account of the racist chants at St James's Park.

We have also been criticised by the red news reporters for throwing oranges and bananas onto the pitch.

This must surely prove to you that Newcastle fans deserve to be top of the Racist League.

Dan F.  
Dave C.  
Proud, White Newcastle fans

Dear Captain T,

We must be top of the League, the Blacks themselves say so!

After all the racist chants during the Leeds v Portsmouth game a Black Player gave an interview about it to the *Daily Star*. He said the Leeds fans were not as bad as Newcastle United fans. He said the Geordies of St. James's Park are the worst racials.

Well done lads. Keep up the good work. Hopey of the Gallowgate.

P.S. Mention us Geordies more often in *Bulldog*. We have a strong NF following on Tyneside. Geordies are White!



## LET US KNOW WHAT YOU'RE UP TO

Do you think your team should be top of the Racist League? If you do then let us know why. Send us letters or newspaper cuttings describing how pro-British and pro-White your team is. All letters and cuttings should be sent to On The Football Front, Bulldog, P.O. Box 163, London EC2A 3AU.

### GET BULLDOG EVERY MONTH

You can now get *Bulldog* delivered to your door every month. To subscribe just send a £3 cheque or postal order to *Bulldog*, 50 Pavement Road, Croydon, Surrey CR0 2QF. All cheques to be made payable to Young National Front. I enclose £3 for the next twelve issues of *Bulldog*.

NAME

ADDRESS

AGE (if under 25)

### 1985 NF DIARIES

New large size NF diaries £1.20 plus 13p postage

R.A.C. Summer Festival t-shirts £3.50 plus 27p postage. M or L.



# FOOTBALL FRONT

## NEWCASTLE: TOP OF THE LEAGUE!

**GEORDIES ARE WHITE!  
NEWCASTLE  
NATIONAL FRONT**

THIS STICKER, produced by Newcastle supporters, says it all. Geordies are White and Newcastle fans support the National Front.

In fact, support at St James's Park is so strong these days that Newcastle have gone to the top of the Racist League, knocking arch-racists Chelsea off the top spot!

Newcastle fans showed their support for the National Front when they travelled down to London for the West Ham game in January. One West Ham supporter told *Bulldog* he was surprised by the level of support amongst Newcastle fans. The Newcastle fans in the South Bank visitors enclosure chanted "We are White", "Geordies are White" and "National Front National Front".

But it's not just in London that Newcastle's racist supporters have been causing a stink. Back home on Tyneside all hell has broken loose!

Race relations officials demanded a meeting with Newcastle United representatives following outbursts of racialism at home matches. They had been boasting about Newcastle's good record on race relations and they were angry that Newcastle fans had ruined it.

Hari Shukla, the Asian community relations officer, was one of the first to speak against Newcastle fans. "Not only does it sort of thing do an enormous amount of damage in the community, it also tarnish the name of our football club".

But while Asians like Hari Shukla, who probably never been to see Newcastle play, his life, go on about "our football club", real Newcastle fans are being arrested for their views. Four Newcastle supporters were arrested in January and charged with "inciting racial hatred".

A leaflet circulating around St James Park a week before the away game with Chelsea last season sums up the views of most Newcastle fans. It reads: "Proud to be Geordie? Proud to be White? If you are, then why not join us at Chelsea? The reason we have chosen Chelsea is that they are supposed to be the top NF team in England. We all know they are not. We all know that Newcastle are the top NF team."

"The Bulldog always has Chelsea top of the League of Louts but now is our chance to put ourselves at the top of the league."

The Geordies took their chance well and now Newcastle are top of the Racist League.

## JOIN OUR FIGHT!



- Britain for the British. Stop immigration - start repatriation.
- Put Whites first in housing and jobs.
- British jobs for British workers. Ban foreign imports - build up our own industries.
- Support the Ulster Loyalists. Smash the IRA!
- Get Britain out of the Common Market.
- Stop all overseas aid. Build homes and hospitals for our own people.
- Smash Communism!

Please send me further information about the YNF. I enclose 30p  Tick box.

I would like to become a Full Member of the YNF. I enclose £3.00  Tick box.

Name

Age

Address

School or College (if applicable)

Send to: The Secretary, PO Box 163, London EC2A 3AU.

Bulldog

**Aston Villa F.C.**  
*NATIONAL FRONT*

P.O. Box 544, Great Barr,  
Birmingham B43 5QH

# RIOT at DIUES CAUSE by organised gang

Highly-organised gangs of soccer hooligans caused the Birmingham City riot which a 15-year-old youth was killed, according to new evidence to be submitted to a Government inquiry.

Evidence including the hooligan groups' "calling cards" and specially-printed stickers are to be presented to Mr Justice Popplewell's commission inquiry into the unprecedented violence at St. Andrew's a week ago.

In an anonymous letter to the Birmingham Post and Mail from a hooligan involved in the riot — he claimed to have been first on the pitch — will also be forwarded to the inquiry after being studied by police.

The two main gangs active at St. Andrew's are themselves the Zulu Warriors and a special branch for younger thugs aged between 15 and 18 is led the Junior Business Boys.

Birmingham City officials say they have known of the Zulu Warrior group for some time but are disturbed by the emergence of the "ainee" branch.

Four professionally-printed calling cards bearing the words "Junior Business Boys,"

By NICK PARKER

"Pride of the Midlands" together with club motifs lifted from literature for Birmingham City's own "True Blue Club" for under 16-year-olds were enclosed with the letter.

## Rocks

Part of the letter read: "I am one of the Junior Business Boys and I think that Saturday's violence at St. Andrew's was the best I have ever been involved in, and the best I have ever seen."

"After the game we threw chairs and rocks and sticks at the Old Bill because we could not get to the Leeds. If the law did not stop us we would have done the business on Leeds instead."

Worried club officials say they are determined to stamp out the underground hooligan groups and will call in police in a bid to trace the sender of the letter.

Meanwhile, an argument has arisen over claims that under-privileged youngsters provided with £8,000 worth of free seats for the game took part in the rioting.

Coun. Bob Tyler, the West Midlands County Council's Conservative finance spokesman, now wants the council to stop providing free tickets on the rates.

Supt. Richard Fowler who is heading the investigation into the death of 15-year-old Ian Hambridge in the riot said: "We shall be looking at the letter sent to the Post and Mail and will submit it to Mr. Justice Popplewell's inquiry with any other evidence we can collect on the existence of these factions at Birmingham City."

**We can't tell toffs from hooligans, say police**

# Soccer thugs —by design



HOW THE new, smart breed of football thug is bringing terror to the terraces has been revealed in court. Wearing designer-label casual clothes they operate with a military precision which has shocked police.

And the problem is not confined to the big city clubs. Provincial towns are being terrorised by gangs of youths whose expensive training shoes and lambs-wool sweaters give them the appearance of the boy next door.

As one police officer admitted: 'You can't tell the jobs from the toffs any more.' Details of how these louts—known as The Casuals—operate were given in one of the biggest football hooligan trials at the Old Bailey.

## MANUAL FOR A FAMILY MINEFIELD

### Surviving teenagers —green hair and all

ENTS with trouble- teenagers are get- a little help—from a 'vival' manual which udes advice on drugs, and outrageous sions.

oping with Teenagers, a let from the National riage Guidance Council, ts out that bringing up mily also forces parents eassess their own mar- s.

uthor Pat Hurford ns: 'In coping with teen- s, parents may also have ope with some previously own bits of themselves. qualities parents need elp children through the age years are the very e qualities that help ents to influence their future creatively.' he also gives more he advice.

ASKS in the house, she t, should be allotted ac- ding to how much time nagers have, their age, ngth and the needs of

By HOWARD FOSTER

the family rather than according to their sex.

She also says parents should give encouragement to any legal activity their youngster shows an interest in.

ON CLOTHES, parents should back up the school and make sure their child's dress conforms to the rules. And a couple should present a united front.

But she goes on: 'With clothes and hairstyles it is often best not to question the young person's choice of gear for out-of-school wear, even if his or her appearance does offend you. After all, green hair does not actually do anyone any harm.'

ON GOING OUT, she says, phone calls should be insisted upon from an early age if there is any change of plan. This makes young people feel loved and cared

for, when parents explain it. DRUGS, she believes, are an area where teenagers have to look after themselves. But parents have a crucial task to ensure children understand the results of involvement.

ON DRINK, young people should be given an occasional opportunity to wine or beer at home, she says. It helps them learn to take responsibility for this area of their lives.

ON SEX, parents should encourage basic knowledge of developing sexuality and when they talk to teenagers about contraception it should be emphasised that this is the joint responsibility of both partners in a sexual relationship.

The crucial thing is always to keep communications open, she says.

The book is available from the NMGC bookshop, Herbert Gray College, Little Church Street, Rugby CV 21 3AP. Price 95p, plus 20p postage and packing.

## Five years in jail for killing sons

OTHER who burned his sons to death in a en rage was jailed for cars yesterday.

... London, 26, had

The house was engulfed in flames and although Mrs Lawlor escaped with her 18-month-old daughter, Kelly, their sons Stephen, seven, twins Patrick and Gary, six, and Paul, three, died.

## Syndicate's tragic pay-out

A POOLS syndicate has won £28,467 because of the Bradford City fire disaster.

The syndicate of 22, mainly pensioners from Blackpool, had included on their Vernons coupon Bradford's game with

The court heard that for the Second Division match between Cambridge United and Chelsea in February last year six weeks of careful planning went into a revenge attack.

The Cambridge United thugs were led by 24-year-old Leslie Muranyi, nicknamed 'The General', who was determined to make Chelsea supporters pay after they had given his 'army' a hiding the previous season.

Six weeks before the match, Muranyi and his lieutenants began planning their strategy. Everyone was to wear the same dress A jumper with the Pringle label on the breast, jeans and Nike training shoes.

On the morning of the match day, 150 Cambridge fans gathered at a pub in the city to make their final plans.

They planned to trap the Chelsea fans against a barrier outside and it worked — with horrifying precision.

### Bottles

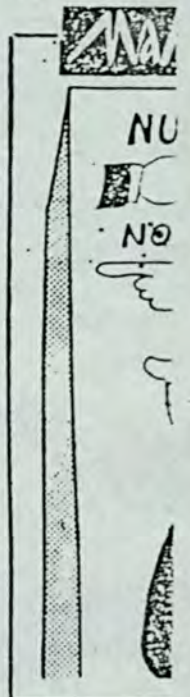
The Cambridge fans charged out of the pub, grabbing anything they could lay their hands on — pool cues, glasses, bottles and pieces of wood.

There were three attacks culminating in a running fight. Mr David Stokes, prosecuting, told the Old Bailey jury.

Chelsea supporter David Aylung, 20, had a bottle broken over his head and the jagged end rammed into his neck, severing an artery.

Hundreds of others were caught in the flak as bottles and other missiles were hurled at the fleeing Londoners. Over 40 people had to be taken to hospital.

Muranyi and 21 other Cambridge supporters have pleaded guilty to riot and affray. Three others—Michael



Pym

Continued from

pressive, said M 1979, the year came to office, the base, then her government, three per cent, of one per cent without North would have been Mr Pym took with the Govern objectives, but critical of M attempts to which, he con laying the Gov open to attack.

He warned: day that pass new reminder of present pol, refusal to litter point of view, of distance from and instincts of porters and o people as a w servative gov been giving round of amm political oppon.

'It stands being sunk by I He comment: 'If anyone sug Government, Industry should together, the s porate state.'

### Slog

'If anyone sug money, the slo tion'.

'And if anyon- the, the slog: the discredited past.'

Mr Pym we slogans are an intelligence of

He complain Government w what it sh whether its working. Ins blandly assert: WERE working.

As an exan asked bitterly: cles aimed at unemployment. 'Inemptu



QUEEN ANNE'S GATE LONDON SW1H 9AT

12 July 1985

Prime Minister ②

For information.

MEA 15/7

EUROPEAN CUP FINAL: BRITISH TRANSPORT POLICE REPORT

In your note of 11 June to the Prime Minister enclosing a report by the British Transport Police following the European Cup Final, you expressed your support for recommendations made by the Chief Constable. These include giving the British Transport Police direct access to the Police National Computer (PNC) and allowing their mobile support units direct access to the local forces' radio channels.

Following your note my officials met senior officers of the British Transport Police to discuss their proposals and we have now received a detailed submission setting out their case for direct access to the PNC. The current position is that while the BTP does not have direct access there are arrangements under which PNC data is released to the force at the discretion of chief constables. It is clear that aspects of these arrangements are unsatisfactory and that better arrangements must be found. Any new arrangements will have to be agreed with the Association of Chief Police Officers because much of the information on the PNC is provided by individual police forces and chief officers carry responsibilities for the security and integrity of PNC data. My officials are now pursuing this matter with the appropriate ACPO committee as a matter of urgency.

The British Transport Police is seeking access to police radio channels so that its mobile support units can contact local police forces in areas outside the coverage of their own radio scheme. I understand that the British Transport Police has already put this request to ACPO and that the Association have considered it twice in recent months. On both occasions the Association concluded that whilst they were content that the British Transport Police should use the necessary multi-channel radios on trains carrying football supporters, they were opposed to their use in mobile support units. Their argument is that the British Transport Police might be drawn into public order situations in areas where they have no jurisdiction. The ACPO committee concerned with this matter discussed it again last week and confirmed their opposition to it. Under pressure from my Department, the committee has agreed to refer the matter to the ACPO Council, on which all chief constables sit, at their meeting to be held this week. I am not sanguine about their changing their views, however, and my officials are looking to see if there are any other ways of meeting British Transport Police needs.

I will write to you again as soon as I have something further to report.

The Rt Hon Nicholas Ridley, MP

Football Hooley: Home Affairs pt 4.





10 DOWNING STREET

*From the Private Secretary*

12 July 1985

Unless your Minister advises to the contrary, the Prime Minister would like to hold a further meeting with the football authorities after the interim report from the Popplewell Inquiry has been published, and before the beginning of the next season, to take stock of the progress which has been made towards introducing measures to defeat football hooliganism and make grounds safe. She has suggested that the Football Trusts, as well as the Football Association and the Football League, should be represented at the meeting. She would expect those Ministers who attended the previous meeting on 12 June to be present. The meeting would also aim to identify those areas where action was outstanding, by whom it should be taken, and by when. We will accordingly need a working agenda before the meeting. This meeting will need to take place in the week beginning 29 July. We shall be getting in touch shortly to arrange a precise time and date.

The Prime Minister thinks it important that the football authorities should give a lead to the clubs on effective public relations policies which will contribute to combating hooliganism. She hopes that, through your Minister's working group he will be able to encourage the clubs to adopt such a programme. The Annexes to this letter contain some suggestions. She believes a campaign of this kind could do much to get the season off to a trouble-free start.

The Prime Minister also has in mind to call in the top football writers and commentators for a discussion in which she would convey to them the key influence they can have in ending hooliganism on and off the field of play. You will remember that the Prime Minister held such a meeting with journalists after Brussels, and that they proved highly receptive.

*File*

*SK*

*DCAASZ*

*at W. Lyham*

*ce HB*

*[Handwritten flourish]*

I should be grateful to have by the middle of next week any comments your Minister, or other Ministers to whose offices this letter is copied, may have on these proposals.

I am copying this to Hugh Taylor (Home Office), Sue Vandervord (Department of the Environment), Richard Allan (Department of Transport), John Graham (Scottish Office), Colin Williams (Welsh Office) and Alistair Harrison (Mr. Renton's Office, FCO).

MARK ADDISON

Minister for Sport's Office,  
Department of the Environment

DCAASZ



The league clubs at the first few home games of the season should:-

- print a message from the chairman in the programme containing the points in the draft message at Annex II; these cover the clubs' attitudes to hooligans and spectator and player behaviour and to what clubs expect of the police, courts and spectators; successive messages will need to be tailored to experience of the ground;
- ensure that a spokesman for the club, who is articulate and persuasive, summarises this programme message over the tannoy and makes the following point:
  - anyone who steps on to the pitch without authority will be liable to be removed from the ground by the police;
- demonstrate in various ways - weight of police, stewards, Mayor or chairman speaking from the pitch - that things are being taken seriously;
- ensure that at club annual meetings held August-October resolutions on the lines of Annex II are passed, preferably unanimously, and given publicity.

The chairmen of clubs should call in the various editors of press, radio and television before the first home game to explain the new attitude. They should be flanked by the Chief Constable or his representative who makes quite clear to press, radio and television how, with the backing of the Government and club, he is going to discharge his responsibilities.

Official supporters clubs should issue statements to the media condemning hooliganism and violence; demanding an end to it; and emphasising their support for tough club, police and court action.

Last season was a disaster for English football - and tragic for many innocent fans who died attending their favourite sport.

Last season must be the last of its kind. English soccer simply cannot go through another season like it if it is to survive as a sport.

Soccer must make itself safe and rid itself of the minority who have brought violence, hooliganism, intimidation and disgrace to far too many matches.

This 1985-86 season must mark the return to sanity in our sport and, with it, our eventual return to free competition with clubs abroad.

Accordingly, I and my fellow directors, want to serve notice on all who would cause trouble on or around our ground. This club has resolutely set its face against hooligans. We are determined to stamp them out.

To this end we have taken the following measures:

- safety ]
- ] [give list]
- public order ]

But in addition we have informed the Chief Constable/Chief Officer of Police that they have our full backing in taking firm action against anyone who steps out of line. We give due notice that we shall fully support a determined and thorough policy of prosecution, and if those tried are found guilty, we hope the courts will hand out heavy punishments.

As one single illustration of this we have asked the police to eject from the ground anyone who goes on to the pitch without specific authority.

No hooligan can expect any quarter on or around this ground from the club, the police and, I hope, the vast mass of decent fans who want to enjoy the game in peace, comfort and security. That is what we aim to provide our fans. They deserve no less.

We shall, of course, expect the highest standards of conduct from our players so that they set a good example, on behalf of the club, to all on the terraces.

So to summarise: the game we all love has got to be cleaned up. We have got to give every family who would like to come and enjoy themselves watching their favourite team the confidence to do so. If we don't, it is no exaggeration to say that soccer will simply go down the drain and cease to exist as a serious sport.

The clean up starts now.

The Addison  
I am enclosed contents

cc Mr Butler  
Murphyham

Urgent comments  
pl, oo I can get  
done off today.

MUR 12/7

DRAFT LETTER TO PHIL DYKINS (DOE)

The Prime Minister wishes to hold a further meeting with the football authorities after the interim report from the Popplewell Inquiry has been published, and before the beginning of the next season, to take stock of the progress which has been made towards introducing measures to defeat football hooliganism and make grounds safe. She has suggested that the Football Trusts, as well as the Football Association and the Football League, should be represented at the meeting. She would ~~also~~ expect those Ministers who attended the previous meeting on 12 June to be present. The meeting would also identify those areas where action was outstanding, by whom it should be taken, and by when. We will accordingly need a clear brief ~~itemising this~~ before the meeting. R

The Prime Minister is keen that the discussion should also focus on the need for the clubs to ensure they develop effective public relations policies which will contribute to combatting hooliganism. She hopes that, in the meantime, through your Minister's working group, he will be able to encourage the clubs to adopt the kind of programme identified in the Annexes to this letter. She believes such a programme could do much to get the season off to a trouble-free start.

The Prime Minister also has in mind to call in the top football writers and commentators for a discussion in which she would convey to them the key influence they can have in ending hooliganism on and off the field of play. You will remember that the Prime Minister held such a meeting with journalists after Brussels, and that they proved highly receptive. The Prime Minister is also intending to give an interview to Gary Bailey, Manchester United and England goalkeeper, in the near future.

I should be grateful for any urgent comments your Minister, or other Ministers to whose offices this letter is copied, may have on these proposals.

The meeting with the football authorities will need to take place in the week beginning 29 July. We shall be getting in touch shortly to arrange a precise time and date.

I am copying this to Hugh Taylor (Home Office), Sue Vandervord (Department of the Environment), Richard Allan (Department of Transport), John Graham (Scottish Office), Colin Williams (Welsh Office) and Alistair Harrison (Mr. Renton's Office, FCO).

DCAASZ

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- print a message from the chairman in the programme containing the points in the draft message at Annex II; these cover the clubs' attitudes to hooligans and spectator and player behaviour and to what clubs expect of the police, courts and spectators; successive messages will need to be tailored to experience of the ground;
- ensure that a spokesman for the club, who is ~~the most~~ articulate and persuasive, summarises this programme message over the tannoy and makes the following point:
  - anyone who steps on to the pitch without authority will be liable to be removed from the ground by the police;
- demonstrate in various ways - weight of police, stewards, Mayor or chairman speaking from the pitch - that things are being taken seriously;
- ensure that at club annual meetings held August-October resolutions on the lines of Annex II are passed, preferably unanimously, and given publicity.

The chairmen of clubs should call in the various editors of press, radio and television before the first home game to explain the new attitude. They should be flanked by the Chief Constable or his representative who makes quite clear to press, radio and television how, with the backing of the Government and club, he is going to discharge his responsibilities.

Official supporters clubs should issue statements to the media condemning hooliganism and violence; demanding an end to it; and emphasising their support for tough club, police and court action.

Last season was a disaster for English football - and tragic for many innocent fans who died attending their favourite sport.

Last season must be the last of its kind. English soccer simply cannot go through another season like it if it is to survive as a sport.

Soccer must make itself safe and rid itself of the minority who have brought violence, hooliganism, intimidation and disgrace to far too many matches.

This 1985-86 season must mark the return to sanity in our sport and, with it, our eventual return to free competition with clubs abroad.

Accordingly, I and my fellow directors, want to serve notice on all who would cause trouble on or around our ground. This club has resolutely set its face against hooligans. We are determined to stamp them out.

To this end we have taken the following measures:

- safety ]
- ] [give list]
- public order ]

But in addition we have informed the Chief Constable/Chief Officer of Police that they have our full backing in taking firm action against anyone who steps out of line. We give due notice that we shall fully support a determined and thorough policy of prosecution, and if those tried are found guilty, we hope the courts will hand out heavy punishments.

As one single illustration of this we have asked the police to eject from the ground anyone who goes on to the pitch without specific authority.



No hooligan can expect any quarter on or around this ground from the club, the police and, I hope, the vast mass of decent fans who want to enjoy the game in peace, comfort and security. That is what we aim to provide our fans. They deserve no less.

We shall, of course, expect the highest standards of conduct from our players so that they set a good example, on behalf of the club, to all on the terraces.

So to summarise: the game we all love has got to be cleaned up. We have got to give every family who would like to come and enjoy themselves watching their favourite team the confidence to do so. If we don't, it is no exaggeration to say that soccer will simply go down the drain and cease to exist as a serious sport.

The clean up starts now.

OK pl type.  
for deposit to who ever is  
in charge in PD's absence.

cc Mr Butler  
Mr Ingham

Urgent comments  
pl, so I can get  
the off today.

MWA 12/7

DRAFT LETTER TO PHIL DYKINS (DOE)

Unless your Minister advises to the contrary,

The Prime Minister <sup>would like</sup> wishes to hold a further meeting with the football authorities after the interim report from the Popplewell Inquiry has been published, and before the beginning of the next season, to take stock of the progress which has been made towards introducing measures to defeat football hooliganism and make grounds safe. She has suggested that the Football Trusts, as well as the Football Association and the Football League, should be represented at the meeting. She would also expect those Ministers who attended the previous meeting on 12 June to be present. The meeting would also identify those areas where action was outstanding, by whom it should be taken, and by when. We will accordingly need a ~~clear brief itemising this~~ <sup>working agenda</sup> before the meeting.

~~The Prime Minister is keen that the discussions should also focus on the need for the clubs to ensure they develop an effective public relations policies which will contribute to combatting hooliganism. She hopes that, in the meantime, through your Minister's working group, he will be able to encourage the clubs to adopt the kind of programme identified in the Annexes to this letter. She believes such a programme could do much to get the season off to a trouble-free start.~~ <sup>we hope think it important that the football</sup> <sup>authorities should give a lead to</sup> <sup>such a programme</sup> <sup>some suggestions.</sup>

The Prime Minister also has in mind to call in the top football writers and commentators for a discussion in which she would convey to them the key influence they can have in ending hooliganism on and off the field of play. You will remember that the Prime Minister held such a meeting with journalists after Brussels, and that they proved highly receptive. ~~The Prime Minister is also intending to give an interview to Gary Bailey, Manchester United and England goalkeeper, in the near future.~~

I should be grateful <sup>to have written by the middle of next week</sup> for any urgent comments your Minister, or other Ministers to whose offices this letter is copied, may have on these proposals.

The meeting with the football authorities will need to take place in the week beginning 29 July. We shall be getting in touch shortly to arrange a precise time and date.

I am copying this to Hugh Taylor (Home Office), Sue Vandervord (Department of the Environment), Richard Allan (Department of Transport), John Graham (Scottish Office), Colin Williams (Welsh Office) and Alistair Harrison (Mr. Renton's Office, FCO).



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

*ce HB*  
*CCBI*

My ref: M/PSO/14952/85

Your ref:

*[Handwritten squiggle]*

*11 July 1985*

*Prime Minister. (4)*

*You will recall MoD being refused  
 the Scottish allegation of bad behaviour  
 by servicemen abroad at football  
 matches. It seems to be a fuss  
 about nothing. MGA 12/7*

*Dear Mr Addison*

Thank you for your letter of 17 June in which you asked me for a note on the background to the point made by Mr Stewart in his letter of 14 June to my Minister on the embarrassment which British Service personnel have caused at football matches in Europe. I have also seen a copy of Lord Trefgarne's letter of 21 June to Mr Stewart on this subject.

Mr Macfarlane has been concerned at various times about the behaviour of Servicemen at matches abroad but, despite various unofficial reports of bad behaviour the Ministry of Defence know of only two recorded incidents in the last five years. MOD considers that neither of these was serious; in 1981, at a European cup semi-final in Brussels, a soldier ran on the pitch and was arrested by the police; in 1982, at the World Cup finals in Spain, two airmen were alleged to have caused damage to two coaches.

My Minister's letter and enclosures show how we have developed our arrangements with the Ministry of Defence for passing on information about matches so that they can take any appropriate action. We are content with these arrangements and see no reason why they should not be extended to cover Scotland.

I am copying this letter to the Private Offices of the Ministers to whom Mr Stewart copied his.

*Yours sincerely*

*Paul Heron*

PAUL HERON  
 Private Secretary





DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref: M/PSO/14952/85

Your ref:

11 July 1985

*John Allan*

Thank you for your letter of 14 June about next season's European club competitions involving the five Scottish sides.

I certainly agree with your view that the decision of the clubs and the SFA to do everything possible to dissuade supporters from travelling to away legs is a most sensible one. It is, as you know, very much in line with the agreement reached with the football authorities at our meeting on 12 June which the Prime Minister chaired.

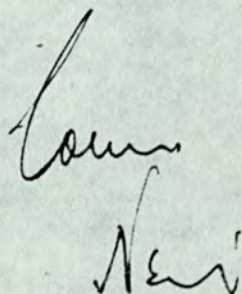
I also fully appreciate the importance of ticket control. I enclose a copy of the text of the Council of Europe Convention on spectator violence which I agreed with my European colleagues at our most successful meeting in Strasbourg last Thursday. You will see that this Convention calls on the signatories to ensure effective segregation of rival supporters by strictly controlling the sale of tickets, and to take particular precautions in the period immediately preceding the match. This is a most important new step in our efforts to combat hooliganism at international fixtures.

Turning to the point you make on the attendance of servicemen at matches abroad, I have seen a copy of Lord Trefgarne's letter to you of 21 June with his view that violent incidents involving Service Personnel have been very rare over the last few years. I welcome his statement that the Commanders-in-Chief have been asked to take all possible steps to enforce the ban on supporters as far as Service Personnel are concerned. I am sure that this is an appropriate step, particularly in view of the initiative taken by the Scottish clubs and the SFA.

Finally, you refer to the working relationship my Department has with the Ministry of Defence on matches abroad involving English clubs. So that you are aware of how this has developed and now operates, I enclose copies of correspondence I have had over the past months with Lord Trefgarne on this subject.

I am sure that he would have no objection to making arrangements with you on the same lines. If there are any points you would like clarified, our officials can, as you suggest, meet to discuss this further.

I am copying this letter to the Prime Minister, Leon Brittan, David Trefgarne, Tim Renton, Nicholas Scott and John Stradling-Thomas.

A handwritten signature in dark ink, appearing to read 'Neil Macfarlane', written in a cursive style.

NEIL MACFARLANE



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

SUMMARY OF KEY POINTS

The Contracting Parties shall

- co-ordinate the policies and actions of Government Departments and other public agencies against spectator violence and misbehaviour (Article 2)
- secure that adequate public order resources are employed to counter outbreaks of violence and misbehaviour, near and inside grounds and along transit routes used by spectators; and facilitate co-operation and exchange of information between police forces of different localities (Article 3.1)
- seek to ensure that offenders (especially visiting supporters) are identified, prosecuted and that they receive appropriate penalties (Article 5 and 3.1(c))
- introduce procedures to identify problem matches in advance and for effective co-operation between authorities and clubs on precautions and measures to be taken (Article 4)
- encourage the co-ordination of travel arrangements to inhibit potential troublemakers from leaving to attend matches (Article 3.3)
- encourage the use of stewards in supporters clubs for crowd control and information (Article 3.2)
- press football and local authorities, stadium owners and clubs to take the necessary practical measures for problem matches, eg in the design, improvement and selection of stadia, segregation, alcohol control, ticket sales, the exclusion of drunks and troublemakers, etc (Article 3.4)
- encourage football authorities to review their regulations continuously (Article 6.3)
- looking further ahead, take social and educational measures to promote the more positive side of sport, eg fair play and active participation (Article 3.5)
- establish a Standing Committee to police the operation of the Convention and propose improvements. (Article 8)

Scope

The Convention deals specifically with football, but there is provision for the Parties to extend it to other sports.

Ratification

For entry into force, three countries need to sign or ratify the Convention.



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

---

The Member States of the Council of Europe and other States party to the European Cultural Convention, signatory hereto,

Considering that the aim of the Council of Europe is to achieve a greater unity between its members,

Concerned by violence and misbehaviour and its consequences amongst spectators at sports events, and in particular at football matches,

Concerned that this problem is likely to impede the achievement of that unity and put at risk the principles embodied in Resolution(76)42 of the Committee of Ministers of the Council of Europe known as the "European Sport for All Charter",

Emphasising the important contribution made to international understanding by sport, and especially, because of their frequency, by football matches between national and club teams from European States,

Considering that both public authorities and the independent sports organisations have separate but complementary responsibilities to combat violence and misbehaviour by spectators bearing in mind that the sports organisations also have responsibilities in matters of safety and that more generally they should ensure the orderly conduct of the events they organise; considering moreover these authorities and organisations should work together at all appropriate levels,

Considering that violence is a current social phenomenon with wide repercussions, whose origins lie mainly outside sport, and that sport is often the scene for outbreaks of violence,

Being resolved to take common and cooperative action to prevent and control the problem of violence and misbehaviour by spectators at sports events,

Have agreed as follows:

ARTICLE 1

Aim of the Convention

1. The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within their respective constitutional limits, to take the necessary steps to give effect to the provisions of this Convention.
2. The Parties shall apply the provisions of this Convention to other sports and sports events, as appropriate to their specific requirements, where violence or misbehaviour by spectators is to be feared.

ARTICLE 2

Domestic Coordination

The Parties shall coordinate the policies and actions of their government departments and other public agencies against violence and misbehaviour by spectators, where appropriate through setting up coordinating bodies.

ARTICLE 3

Measures

1. The Parties undertake to ensure <sup>the</sup> formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators, including in particular:

(a) to secure that adequate public order resources are employed to counter outbreaks of violence and misbehaviour, both within the immediate vicinity of and inside stadia and along the transit routes used by spectators;

(b) to facilitate close cooperation and exchange of appropriate information between the police forces of the different localities involved or likely to be involved;

(c) to apply or, if need be, to adopt, legislation, which provides for those found guilty of offences related to violence or misbehaviour by spectators ~~receiving~~ appropriate penalties, or as the case may be other kinds of appropriate administrative measures;

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

3. The Parties shall encourage the co-ordination, insofar as legally possible, of the organisation of travel arrangements from the place of departure, with the cooperation of clubs, organised supporters, and travel agencies, so as to inhibit potential trouble-makers from leaving to attend matches;

4. The Parties shall, in accordance with responsibilities defined in domestic law and where necessary by introducing appropriate legislation which contains sanctions for non-compliance or by any other appropriate means, seek to ensure where outbreaks of violence and misbehaviour by spectators are to be feared that sports organisations and clubs, together with, where appropriate, stadium owners and public authorities, take practical measures at and within stadia to prevent or control such violence or misbehaviour, including:

(a) to secure that the design and physical fabric of stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control, contain appropriate barriers or fencing, and allow proper facilities for security and police forces to operate;

(b.) to segregate effectively groups of rival supporters, by allocating to groups of visiting supporters/when they are admitted, specific terraces;

(c.) to ensure this segregation by strictly controlling the sale of tickets, and to take particular precautions in the period immediately preceding the match;

(d.) to exclude from or forbid access to matches and stadia, insofar as it is legally possible, known or potential trouble-makers, or people who are under the influence of alcohol or drugs;

(e.) to provide an effective public address system and to see that full use is made of this, of the match programme and of other publicity outlets to encourage good behaviour of spectators;

(f.) to prohibit the introduction of alcoholic drinks by spectators into stadia; to restrict, and preferably ban, the sale and any distribution of alcoholic drinks at stadia, and to ensure that all beverages available are in safe containers;

(g.) to provide controls so as to ensure that spectators do not bring in objects that are likely to be used in acts of violence, nor fireworks or similar devices;

X (h.) to ensure that liaison officers co-operate with the public-authorities concerned before matches, upon arrangements to be taken for crowd control with-a-view so that the relevant rules are enforced through concerted action.

5. The Parties shall take appropriate social and educational measures, bearing in mind the potential importance of mass media, to prevent violence in and associated with sport in particular 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 mutual respect both amongst spectators and between sports players and also by encouraging increased active participation in sport.

#### ARTICLE 4

##### International cooperation

1. The Parties shall cooperate closely on the matters covered by this Convention and encourage similar cooperation as appropriate between national sports authorities involved.

2. In advance of international club and representative matches or tournaments, the Parties concerned shall invite their competent authorities, especially the sports organisations, to identify those matches at which violence or misbehaviour by spectators is to be feared. Where such matches are identified, the competent authorities of the host country for the match in question shall arrange consultations between those concerned. Such consultations shall take place as soon as possible and should not be later than two weeks before the match is due to take place, and shall encompass arrangements, measures and precautions to be taken before, during, and after the match, including, where necessary, measures additional to those included in this Convention.

## ARTICLE 5

### Identification and treatment of offenders

1. The Parties, respecting existing legal procedures and the principle of the independence of the judiciary, shall seek to ensure that spectators committing acts of violence or misbehaviour are identified and prosecuted in accordance with the due process of the law.

2. Where appropriate, particularly in the case of visiting spectators, and in accordance with the applicable international agreements, the Parties shall consider:

(a) transferring proceedings against persons apprehended in connection with violence or misbehaviour committed at sports events to their country of residence;

(b) seeking the extradition of persons suspected of violence or misbehaviour committed at sports events;

(c) transferring persons convicted of offences of violence or misbehaviour committed at sports events to serve their sentences in the relevant country.

## ARTICLE 6

### Additional measures

1. The Parties undertake to cooperate closely with their appropriate national sports organisations and clubs and where appropriate, stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadia or other measures including access to and exit from stadia, necessary to improve safety and to curb violence.

2. The Parties undertake to promote, where necessary, and in appropriate cases, a system laying down requirements for the selection of stadia which takes into account the safety of spectators and pays due regard to preventing violence amongst spectators, especially for those stadia used for matches likely to attract large or unruly crowds.

3. The Parties undertake to encourage their national sports organisations to review their regulations continuously in order to control factors which may lead to outbreaks of violence by players or spectators.

## ARTICLE 7

### Provision of information

Each Party shall forward to the Secretary General of the Council of Europe all relevant information in one of the official languages of the Council of Europe, concerning legislative and other measures taken by it for the purpose of complying with the terms of this Convention, whether with regard to football or to other sports.

ARTICLE 8

Standing Committee

1. For the purposes of this Convention, a Standing Committee is hereby established.
2. Any Party may be represented on the Standing Committee by one or more delegates. Each Party shall have one vote.
3. Any member State of the Council of Europe or other State Party to the European Cultural Convention which is not a Party to the Convention may be represented on the Committee as an observer.
4. The Standing Committee may, by unanimous decision, invite any non-member State of the Council of Europe which is not a Party to the Convention and any sports organisation concerned to be represented by an observer at one or more of its meetings.
5. The Standing Committee shall be convened by the Secretary General of the Council of Europe. Its first meeting shall be held within one year of the date of the entry into force of the Convention. It shall subsequently meet at least every year. In addition it shall meet whenever a majority of the Parties so request.
6. A majority of the Parties shall constitute a quorum for holding a meeting of the Standing Committee.
7. Subject to the provisions of this Convention, the Standing Committee shall draw up and adopt by consensus its own Rules of Procedure.

ARTICLE 9

1. The Standing Committee shall be responsible for monitoring the application of this Convention. It may in particular:
  - (a)  keep under review the provisions of this Convention and examine any modifications necessary;
  - (b)  hold consultations with relevant sports organisations;
  - (c)  make recommendations to the Parties concerning measures to be taken for the purposes of this Convention;
  - (d)  recommend the appropriate measures to keep the public informed about the activities undertaken within the framework of this Convention;
  - (e)  make recommendations to the Committee of Ministers concerning non-member States of the Council of Europe to be invited to accede to this Convention;
  - (f)  make any proposal for improving the effectiveness of this Convention.

2. In order to discharge its functions, the Standing Committee may, on its own initiative, arrange for meetings of groups of experts.

#### ARTICLE 10

After each meeting, the Standing Committee shall forward to the Committee of Ministers of the Council of Europe a report on its work and on the functioning of the Convention.

#### ARTICLE 11

##### Amendments

1. Amendments to this Convention may be proposed by a Party, the Committee of Ministers of the Council of Europe or the Standing Committee.
2. Any proposal for amendment shall be communicated by the Secretary General of the Council of Europe to the member States of the Council of Europe, to other States Parties to the European Cultural Convention, and to every non-member State which has acceded to or has been invited to accede to this Convention in accordance with the provisions of Article 14.
3. Any amendment proposed by a Party or the Committee of Ministers shall be communicated to the Standing Committee at least two months before the meeting at which it is to be considered and the Standing Committee shall submit to the Committee of Ministers its opinion on that proposed amendment/where appropriate after consultation with the relevant sports organisations.
4. The Committee of Ministers shall consider the proposed amendment and any opinion submitted by the Standing Committee and may adopt the amendment.
5. The text of any amendment adopted by the Committee of Ministers in accordance with paragraph 4 of this Article shall be forwarded to the Parties for acceptance.
6. Any amendment adopted in accordance with paragraph 4 of this Article shall come into force on the first day of the month following the expiration of a period of one month after all Parties have informed the Secretary General of their acceptance thereof.

#### FINAL CLAUSES

#### ARTICLE 12

1. This Convention shall be open for signature by member States of the Council of Europe and other States Parties to the European Cultural Convention, which may express their consent to be bound by:
  - (a) signature without reservation as to ratification, acceptance or approval, or

(b) signature subject to ratification, acceptance or approval, followed by ratification, acceptance or approval.

2. Instruments of ratification, acceptance or approval shall be deposited with the Secretary General of the Council of Europe.

#### ARTICLE 13

1. The Convention shall enter into force on the first day of the month following the expiration of a period of 1 month after the date on which three member States of the Council of Europe have expressed their consent to be bound by the Convention in accordance with the provisions of Article 12.

2. In respect of any signatory State which subsequently expresses its consent to be bound by it, the Convention shall enter into force on the first day of the month following the expiration of a period of 1 month after the date of signature or of the deposit of the instrument of ratification, acceptance or approval.

#### ARTICLE 14

1. After the entry into force of this Convention, the Committee of Ministers of the Council of Europe, after consulting the Parties, may invite to accede to the Convention any non-member State of the Council of Europe by a decision taken by the majority provided for in Article 20 (d) of the Statute of the Council of Europe and by the unanimous vote of the representatives of the Contracting States entitled to sit on the Committee of Ministers.

2. In respect of any acceding State, the Convention shall enter into force on the first day of the month following the expiration of a period of 1 month after the date of the deposit of the instrument of accession with the Secretary General of the Council of Europe.

#### ARTICLE 15

1. Any State may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which this Convention shall apply.

2. Any Party may, at any later date, by declaration addressed to the Secretary General of the Council of Europe, extend the application of this Convention to any other territory specified in the declaration. In respect of such territory the Convention shall enter into force on the first day of the month following the expiration of a period of 1 month after the date of receipt of such declaration by the Secretary General.

3. Any declaration made under the two preceding paragraphs may, in respect of any territory mentioned in such declaration, be withdrawn by a notification addressed to the Secretary General. Such withdrawal shall become effective on the first day of the month following the expiration of a period of six months after the date of receipt of the notification by the Secretary General.

ARTICLE 16

1. Any Party may, at any time, denounce this Convention by means of a notification addressed to the Secretary General of the Council of Europe.
2. Such denunciation shall become effective on the first day of the month following the expiration of a period of six months after the date of receipt of the notification by the Secretary General.

ARTICLE 17

The Secretary General of the Council of Europe shall notify the member States of the Council of Europe, the State Parties to the European Cultural Convention and any State which has acceded to this Convention:

- (a) any signature in accordance with Article 12;
- (b) the deposit of any instrument of ratification, acceptance, approval or accession in accordance with Article 12 or 13;
- (c) any date of entry into force of this Convention in accordance with Articles 13 and 14;
- (d) any information forwarded under the provisions of Article 7;
- (e) any report established in pursuance of the provisions of Article 10;
- (f) any proposal for amendment or any amendment adopted in accordance with Article 11 and the date on which the amendment comes into force;
- (g) any declaration made under the provisions of Article 15;
- (h) any notification made under the provisions of Article 16 and the date on which the denunciation takes effect.

In witness whereof the undersigned, being duly authorised thereto, have signed this Convention.

Done at this day of 19 , in English and French, both texts being equally authentic, in a single copy which shall be deposited in the archives of the Council of Europe. The Secretary General of the Council of Europe shall transmit certified copies to each member State of the Council of Europe, to each State Party to the European Cultural Convention, and to any State invited to accede to this Convention.



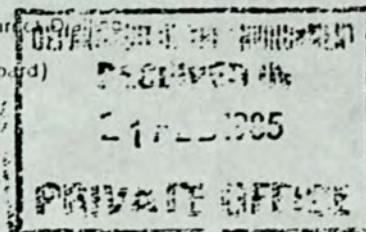


MINISTRY OF DEFENCE

MAIN BUILDING WHITEHALL LONDON SW1A 2HB

Telephone 01-218..... (Director)

01-218 9000 (Switchboard)

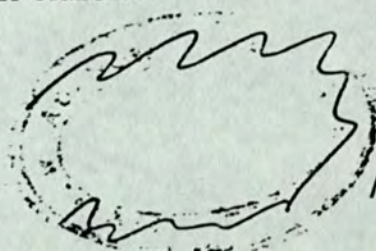


PARLIAMENTARY UNDER-SECRETARY OF STATE  
FOR THE ARMED FORCES

Neil Macfarlane Esq MP  
Department of the Environment  
2 Marsham Street  
London SW1P 3EB

D/US of S(AF)DGT 9/2/1

19 February 1985



PSO/12369

Aducept Mr. Beasly -

Dear Neil,

Thank you for your letter of 5 February detailing forthcoming soccer fixtures. As you say, those on your list are not in the high risk category, and I do not propose, therefore, to publicise that list. I am confident that individual commanders will take any action necessary in line with current regulations.

Servicemen in Northern Ireland are not barred from attending sporting events unless a specific threat has been received. You will appreciate that all those serving in the Province are already fully aware of the need for constant vigilance in all circumstances.

Should your officials wish to notify us of future fixtures, may I suggest that these could be sent direct to the Chief Staff Officer (Personnel), Room 6268 Main Building, and he will promulgate as necessary.

Yours  
David

Lord Trefgarne



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref: M/PSO/18369/84

Your ref:

The Lord Trefgarne  
Ministry of Defence  
Main Building  
Whitehall  
London  
SW1A 2HB

5 FEB 1985

*David David*

Thank you for your letter of 14 November about the correspondence between our offices on soccer spectator violence and Service personnel.

I am pleased that you are able to confirm the impression I have gained that violent incidents involving Service personnel have been very rare over the last few years. I am sure that awareness of the problem and the existence of guidelines aimed at avoiding trouble have had an important part to play. You mention that the few offenders have been dealt with quickly and severely. This must also have played an important role in deterring would-be trouble-makers. I have for some time stressed the value of this approach to civil courts, both at home and abroad.

I fully agree that it would be unjust in normal circumstances to restrict Servicemen in their off-duty pursuits. I certainly would not want any blanket restrictions on their attendance at football matches. But I think it only proper that I should let you have the details of matches where we feel the chances of trouble are exceptionally high. Your Department and the Service officers are, of course, best placed to determine what steps, if any, should be taken, but I feel I should pass on any information or concerns that I have.

There are likely to be very few high risk matches in any one season: I would not, for instance, consider any of the ties in the next round of the European club competitions to be in that category (I enclose a fixture list for your information). Might I suggest that in future, when such matches do arise, the most appropriate step would be for our officials to liaise direct? If you agree, perhaps your office would let mine have the details of a contact in your Department, say at Principal level, which they can pass on to my Sport and Recreation Division.

In the meantime there is one forthcoming international fixture that I would like to single out: Northern Ireland v England in Belfast on 27 March. Straightforward hooliganism is not, of course, my main concern here. There have been recent examples of sectarian violence at football matches in Ireland. The Football Association have informed me of their concern over the risk of trouble and have asked what the policy is on Service personnel stationed in the Province attending events of this type as spectators. I appreciate that you might not wish to make this widely known, but I think you will appreciate the good intent behind the question and I should be grateful for your comments.

I am copying this letter to Nick Scott.

*Tom,*  
*Neil*

NEIL MACFARLANE



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

My ref:

Your ref:

SC Routh Esq.

Private Secretary to  
The Lord Trefgarne  
Ministry of Defence  
Main Building  
Whitehall  
LONDON  
SW1

15 October 1984

Dear Simon,

I wrote to you on 18 September about the first round matches in the European club competitions with British interest. The second round matches are now approaching: the first leg matches will be played on the 24th of this month and the second leg on 7 November. I enclose a list of the ties involving British clubs.

We consider two of the first leg matches - FC Bruges v Tottenham and Eindhoven v Manchester United - to be of high risk in terms of potential spectator violence: the Tottenham match because of the large number of their supporters expected to travel; and the Manchester United match because of the reputation for violence of Eindhoven supporters - recognised to be about the worst on the continent. There is the added risk of clashes between supporters of the two English clubs en route to their matches.

Manchester United, through the Football Association, have informed my Minister of their concern over the Eindhoven match. The club is doing what it can to discourage its home-based supporters from attending, including declining its allocation of tickets, and has asked if anything can be done to stop, or at least discourage, servicemen from going to this match.

I appreciate that it might be felt that a total ban would be too restrictive and that your Department's guidelines, which you reissued before the first round matches, are in themselves sufficient. However, in view of the high risk of violence

JS

210



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

My ref: M/PSO/14479/85

Your ref:

Mark  
I'm afraid  
DCE's own  
copy is bad.

23/7

18 July 1985

CR  
Can we get better copies pl from  
DCE. Some of them are very difficult  
to read. MSA 1577

Dear Mr Addison

The Minister has asked me to send you  
the attached correspondence with Ted Croker,  
with the request that the attached papers  
be drawn to the attention of the Prime Minister.  
I understand that this was discussed at the  
Prime Minister's meeting with the football  
authorities following the Brussels disaster.

I am copying the correspondence to  
Christine Heald in Leon Brittan's Office.

Yours sincerely

*Paul Heron*

PAUL HERON  
Private Secretary

BT

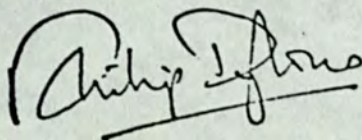
NBPM f new.  
Include E. triby for  
30/7 meeting.

MSA 23/7

Mark Addison Esq

associated with these two matches, and in the light of the specific approach by Manchester United and the Football Association, I should be grateful if you would consider whether any further steps can be taken.

Yours,

A handwritten signature in cursive script, appearing to read "Philip Dykins", with a horizontal line underneath the name.

P DYKINS  
Private Secretary



X

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

My ref:  
Your ref:

18 September 1984

Dear Private Secretary,

In his letter of 10 October 1983 to Mr Stanley, my Minister undertook to let your Department know of football matches involving British clubs in European Club Competitions so that you could remind Servicemen of the need for good behaviour if attending any of these games.

I enclose a list of this season's first round draw as far as British clubs are concerned. We do not expect any of these matches to be particularly troublesome, - except perhaps the first legs of the Bohemians Dublin v Rangers to be played on 18 September (not 19 September as shown on the list) and Paris St Germain v Heart of Midlothian on 19 September. However, as a general precaution I should be grateful if you would arrange for all Service personnel to be reminded once again of your Department's guidelines for attending matches abroad. I shall, of course, keep you informed of future difficult matches when these occur.

Yours,

Philip Dykins

P DYKINS  
PS/Neil Macfarlane

تذكرة Terence



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

John Stanley Esq MP  
Minister for the Armed Forces  
Ministry of Defence  
Whitehall  
LONDON  
SW1

My ref:  
Your ref:

10 October 1983

Dear John:

You will know of my concern to stamp out violence on the terraces during soccer matches, both at home, and abroad where British teams are involved. Unfortunately, there have been examples of violence involving British Armed Forces Personnel at matches in Europe where British teams were playing. A British serviceman was involved in crowd violence at the 1981 European Cup Semi-Final match between Anderlecht and Aston Villa; two Servicemen caused damage to coaches in Spain during last year's World Cup finals; and recently I have seen reports that some Royal Marine personnel were involved in disturbances in Odense following Liverpool's visit there. I enclose a copy of a letter on this topic which I sent to Jerry Wiggin last September.

On 16 November, Luxembourg play host to England for a European Nations' Cup match. When England last played in Luxembourg - in 1977 - there was violence both inside the ground, and outside it. Together with the Football Authorities, I am very concerned that there should be no trouble this time. We have an unenviable reputation for crowd violence in Europe, and each incident detracts further from Britain's image. Both the Football Association and I are therefore doing all we can to ensure a trouble-free match: I have travelled to Luxembourg for discussions with the responsible Minister there, and the FA is continuing discussions with the Luxembourg football and police authorities.

I should be grateful of your help in getting a message to our units in Europe about the need to avoid misbehaviour at this match, and indeed other matches involving British teams. I appreciate that the number of Service personnel involved can only be very small, but it is only a small minority of fans who have earned us our reputation. It would be helpful too if, in future, you could arrange for the warning to our bases to be reinforced as potentially difficult matches involving British national or club sides arise. The Football Association have offered to let me know as arrangements start to be made for these matches, and my office will pass the information on to yours.

*Neil Macfarlane*  
NEIL MACFARLANE





Prime Minister.  
 For Jonathan, I shall  
 get a report after Working  
 Group meeting for our  
 discussion at 17.30.  
 MWA 10/7

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

My ref:  
 Your ref:

CE/NO

CE FEEDS  
 B1.  
 Blup.

10 July 1985

Dear Prime Minister:

A number of points arose during the discussion we had yesterday on video and CCTV, on which you might like information quickly.

At present, only 4 League clubs (Chelsea, Leeds United, Aston Villa and Stoke) have closed circuit television equipment in place. In addition the Football Trust's experimental scheme has provided mobile equipment, with facilities for its installation and use in a further 11 grounds, of which 2 are in Scotland. The existing equipment at the 4 clubs is not suitable for providing pictures that could be used as evidence against individuals; it is designed and used to assist crowd control. However, replacement and/or enhancement is already in the Football Trust's programme, for Chelsea and Leeds at least.

The Trust will now be considering urgently how to allocate its CCTV funds. The Home Office is providing advice on the equipment specification. Morys Aberdare said yesterday that the Trust expects to provide equipment in up to 30 grounds; at a Trust meeting last week it was agreed that a small working group, comprising the Trust's secretary, and representatives of the Football Association and the Football League would establish a programme and set priorities amongst the clubs. I shall be discussing the programme at the meeting of my Working Group tomorrow morning.

I have to say that I am not expecting tomorrow's meeting to be harmonious. You already know that the League made a public announcement last week - without any warning, and in the middle of the debate in the House on the alcohol Bill - of its "10 point Survival Plan". One of the points amounted to a rejection of a membership card scheme; 7 of the 10 points were for other people, and in particular Government, to act on. There was a heavy emphasis upon finance.

But this is not how it looked on the surface. The League said they would consider further a scheme based on clubs.

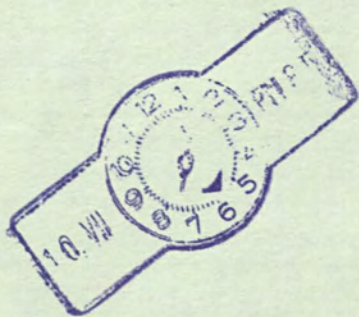
We must see that announcement as the League's formal drawing of battle lines for a public argument with the Government. So far, we have made considerable efforts to avoid a row; we have not lacked the opportunity or the occasion. We have seen little evidence that the football authorities have the will to take any action themselves, while the Government has done a great deal; the "survival plan", in my view, makes their position crystal clear, and I think we must now tell them firmly that we do not intend to shoulder their responsibilities for them. I shall, of course, let you have a report of what happens at the meeting, with recommendations for the next steps to take.

I am copying this letter to Leon Brittan, Patrick Jenkin and George Younger.

James

Neil Macfarlane

NEIL MACFARLANE





*no*

F E R Butler Esq  
10 Downing Street  
LONDON  
SW1

*ce/no*

DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

*10<sup>th</sup>* July 1985

*Mark Addison*

*Dear Mr Butler*

/ Mr Macfarlane has asked me to send you the attached copy of a Football League memorandum on anti-hooliganism and the future of professional football, which was endorsed by the Chairmen of the League ~~League~~ Clubs last week. The Minister thinks you will be asastonished as he was at this latest contribution to the debate!

I am copying this letter and the memorandum to Steve Pike (Home Office).

*Yours sincerely*  
*Paul Heron*

PAUL HERON  
Private Secretary



Minister to See  
Mr Teasdale.

TELEPHONE:  
ST. ANNES 729421  
(STD 0253)

# THE FOOTBALL LEAGUE LIMITED

REG. NO. 80612  
ENGLAND

TELEX:  
67675

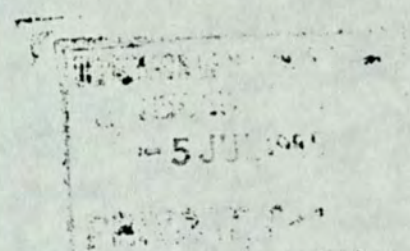
REGISTERED OFFICE  
LYTHAM ST. ANNES  
LANCS.  
FY8 1JG.

SECRETARY:  
R. H. G. KELLY, F.C.I.S.

14/15481

3rd July 1985

The Rt. Hon. N. MacFarlane, M.P.,  
Parliamentary Under Secretary of State for  
Environment and Minister for Sport,  
Department of the Environment,  
2 Marsham Street,  
LONDON,  
SW1P 3EB.



Dear Mr. MacFarlane,

I enclose herewith a copy memorandum which has been endorsed by the Chairmen of Football League Clubs at their meeting today.

Yours sincerely,

*Sandra M. Whitehead*

*for* Secretary.



## ANTI-HOOLIGANISM AND THE FUTURE OF PROFESSIONAL FOOTBALL

1. Save for oblique references, this memorandum concerns matches at League grounds within England and Wales, that is to say, anti-hooliganism abroad is not directly considered because matches abroad are within the jurisdiction of the Football Association. We are, therefore, mainly considering the position and attitude of the Football League.
2. The Football League representing the 92 League Clubs is and always has been conscious of its and their responsibility as law-abiding citizens. In these circumstances we shall all do what we can to minimise hooliganism and to make football grounds as safe as possible for those who wish to come and watch.
3. Having said that, neither the Football League nor its member Clubs can accept total responsibility for anti-social behaviour at football grounds. Such behaviour has become part of a general pattern of declining social behaviour markedly evident over the last 20 years. And it is not only at football grounds where acts of hooliganism take place, but even at cricket, boxing and athletic occasions, quite apart from acts of hooliganism at seaside resorts and elsewhere, e.g. Stone Henge and pop festivals. Attention seems to be concentrated on football because it is easily the most popular spectator sport (22 million spectators last year) with an enormous coverage by the media. Furthermore, the whole situation must obviously be reviewed and considered in the light of a situation where national crime increased last year by 8% and the jails are overcrowded. It is as unjust for the Government to make clubs responsible for hooliganism at their grounds where they have taken all possible precautions as it would be to blame the airlines and their pilots for hijacking and terrorism.
4. As mentioned above, however, the Football League and its Clubs are fully alive to their responsibility and have had meetings with the Prime Minister and with the Minister for Sport and the latter's deputies.
5. On anti-hooliganism, the Government has proposed two main courses of action:

a) Anti Drink Legislation

The Sporting Events (Control of Alcohol etc.) Bill, to be debated in the House on 3rd July, we believe, imposes a blanket ban on alcohol in grounds, but gives Licensing Magistrates a discretion for parts of grounds. The Bill also prohibits the taking into grounds of alcohol and alcohol on public transport to grounds.

Similar restrictions, plus others, were contained in a Private Members Bill (Football Crowds Control Bill) introduced to the House of Commons in January 1981 by William Whitlock, M.P. and by the President who was then a Member of Parliament. This Bill had the support of the Football League and of the Football Association.

The Government rejected this measure, saying "the time is not yet opportune".

In August 1984, just before last season opened, the Minister for Sport issued a paper on anti-hooliganism entitled "Football Spectator Violence - Report of an Official Working Group" and came to the conclusion on Page 27:

"In the absence of clear evidence that the introduction of legislation along the lines of the Criminal Justice (Scotland) Act 1980 would reduce violence at English soccer matches, the Group cannot recommend such action."!

The Home Secretary, Mr. Leon Brittan, repeated this assertion in correspondence when he said that there was no direct correlation between alcohol provided inside grounds and hooliganism.

The Government are now making a U-turn on this issue.

There is clearly a case for limiting the availability of alcoholic drink, in some parts of some grounds, but not in all parts of all grounds. Drink and its effect on some spectators can be a marginal influence on some spectators' behaviour. It is, however, carrying the matter too far to ban drink from Executive Boxes, and restaurants occupied by responsible citizens and where there is no record of bad behaviour. Insofar as Executive Boxes and Restaurants are concerned, should not the Magistrates be given the same discretion as to Licensing as they have for other parts of designated grounds?

b) A further Public Order Bill

This will be introduced in the next Session and has been contemplated for some time to cover public meetings, picketing etc. The Government is tacking on additional clauses, as appropriate to Football grounds. In view of our conclusion expressed in paragraph 8 that the problem is one of Law and Order, we can hardly dissent from stronger measures being introduced to combat hooliganism at grounds.

6. The Government also suggested that the Football League take several other steps voluntarily:-

a) All Ticket Matches

After liaison with home and away police, this system should be introduced for matches where there is likely to be trouble, either because of past experience with the competing teams or because of intelligence reports of likely conduct at a particular match.

The Football League cannot dissent from this, as long as the policy is implemented intelligently. In particular, if an all ticket match is ordered by the football authorities the Police should be directed not to compel a club to give access to spectators without tickets as has often been the case in the past.

b) Morning Kick-Offs

The Football League agrees that in suitable cases this would assist greatly in minimising potential trouble.

c) Membership Identity Cards

The Government wish us to consider a system under which no-one could visit a League football ground without being in possession of his Club's membership card which would be withdrawn either upon the holder being found guilty of an offence in a Court jurisdiction or even as suggested if the Board of Directors of that Club so decide to withdraw the card at their discretion. This form of identification, while seeming to be an attractive safety measure would, in fact, be entirely valueless, as potential non-home supporters could easily

obtain a card and gain access and there would be no previous record of them at that Club. It is in fact usually non-home supporters who initiate trouble. The Government have, therefore, moved on to a universal compatible system under which anyone wishing to go to a football ground would have to have, in advance, an identity card electronically coded and bearing the holder's photograph and with the details of the holder recorded on a central computer. All Clubs would have access to this and those barred from any ground would be recorded at every ground. There are some objections to this which have been expressed both to the Prime Minister and to the Minister for Sport.

- i) It would be impossible to install the equipment for the 17th August 1985, when the season starts, an objective on which the Prime Minister places much store;
  - ii) Is the system to apply to Wembley matches (starting with the Charity Shield match on Saturday 10th August 1985) where a large part of the audience are not usually visitors to League Clubs?
  - iii) Is it worth the trouble involved in issuing nearly 6 million cards and putting the details on a computer (bearing in mind that, merely to go to one game per season requires a card) to combat the violence of no more than 10,000 spectators a season out of a total of 22 million spectators?
  - iv) Would all this justify the cost, estimated by IBM at £10 million for installation and 3/4p per spectator entrant, i.e. perhaps £750,000 per annum? An alternative quotation from Sperry yields a running cost of £5 per spectator per season, although no installation costs; that is to say on 6 million cards a running cost of £30 million per annum.
7. As already mentioned, if hooliganism could be eliminated, the Clubs would still consider implementing these measures, notwithstanding the fact that total Club revenue within England from football is only about £44 million a year less about £6½ million V.A.T., i.e. leaving a net total of £37½ million.

The difficulties are as follows:-

- a) Turnstiles would still have to be manned, even if electrically operated, to enable a check to be made that the person referred to on the card was the proposed entrant, i.e. there would be a check against the photograph on the card. It is often difficult to identify someone from a passport photograph but particularly the case when there is constant flow through the turnstile. There is no comparison whatsoever with Government buildings and the like, where the flow is far lighter.
- b) The delay at turnstiles would lead to further problems, particularly if it were raining and spectators had to wait to get through and in. There are recorded instances where in these circumstances the police have ordered the club gates to be opened and the public allowed in without payment, and thus, there would be no identification possible. It is possible to assume that in such a situation, the organised hooligan element would congregate at one turnstile and the moral pressure involved would lead the police to follow their previous practices of open entry. We do not believe that appeals to arrive earlier so as to spread the flow would meet with any response.



- c) Identity Cards can be borrowed within families or between friends looking alike where one has had his card withdrawn but a friend still retains his.
- d) Cards can be stolen or put to double or multiple usage.
- e) The social and political consequences of nearly 6 million people probably 30% of the male adult population being required to have an identity card linked to a central computer are immense.

For these reasons and not solely because of the expense, we regard a membership identity card system as impracticable and wrong.

Furthermore, the public would be even more enraged if, upon going to the expense and trouble of obtaining a card upon being assured by HM Government that this would lead to safety, they still encountered hooliganism.

Nevertheless, and despite these difficulties, the Football League have continued to investigate the implementation of a system of Identity Cards. Because of the great number of systems available and the technical considerations involved the Management Committee, with the assistance of the Football Trust and of the Sports Council, are setting up a Committee fully to explore the matter and compare the respective efficiency of the various systems with a view to recommending an efficient and cost efficient system if one can be found. It is quite clear that because of the time factor a final product cannot be implemented by the first match of the season, namely Saturday 10th August 1985.

- 8. The Football League have given thought over many years to these problems and in the light of the Prime Minister's request have considered the matter further within the last three months. The League's conclusions remain unaltered.

This is a Law and Order problem. It exists on the Continent, e.g. in Holland, Italy and West Germany but mitigated because in these countries the police and courts take urgent and severe action. Here in England there is an organised element determined to cause chaos and disruption and to incite others to do the same. We need:-

- a) More police at grounds, these to be provided at Government's expense. It seems wrong that Clubs should have to pay for the preservation of Law and Order, something which every other citizen takes as a normal service. Clubs pay their taxes and are entitled to protection. The Government meets the costs of the police everywhere else and during the miners' strike, as an example, provided an ample police presence to safeguard miners wishing to continue to work who were, in the Government's view being unlawfully restrained by pickets. The same should apply to grounds just as it does in the areas around the grounds and away from the grounds.
- b) Greater assistance for the police by use of close circuit television coupled with video recorders. Consideration should also be given to greater use of police dogs something which the Home Office discourages but which on the Continent has been found to be the greatest deterrent of all.

- c) Severe sentences for those found guilty, and not merely being bound over to keep the peace.
  - d) The inclusion in either the Anti Drink Bill or in the proposed Public Order Bill of the Exclusion Order Clauses, numbers 11 to 14, contained in Mr. Whitlock's 1981 Bill which provided, inter alia, for all offenders found guilty to have details notified to a central register maintained by the Football League who would in turn notify all Clubs who would then be in a position to bar those who have offended at other grounds.
9. While issuing this memorandum, it is perhaps appropriate to refer to Ground Designation. The Football League have always believed that grounds should be as safe as possible for spectators. It is the expense involved as compared with the low income of the as yet 37 non-designated clubs which has hitherto prevented the fullest implementation of designation by HM Government.

We think it right that all Clubs be made safe as soon as possible but we feel that Government should at least help to meet the cost.

It is true, for example, that cinemas and theatres do not receive grants or subsidies for these purposes but art does receive grants for general purposes. Neither of them yield revenue to the Government. The Clubs on the other hand produce a VAT revenue on football activities alone of £6½ million. More to the point, if Clubs in any number were to go out of business through being unable to meet the requirements of the police and the local Safety Licensing Authorities the Pools Promoters would not have an adequate coupon to issue which would in turn lead to a loss of their revenue and in turn to a loss of revenue to HM Government whose Pool Betting Duty at a rate of 42½% will this year yield £212 million. Should the Government not take steps to preserve the revenue and to avoid killing the goose that lays the golden eggs? In passing, can the Government say why betting on horses on course carries a tax of only 4% and off course of 8% and with much of this going back to racing whereas professional football, which yields so much in revenue, is not considered in its time of need. And can the Government say why safety at cricket grounds and at Wimbledon does not seem to be an issue.

10. Although our jurisdiction is not in respect of matches outside England we are naturally concerned at events occurring outside the country involving our clubs where even more than in England Government action is needed. Even when Clubs refuse to sell tickets for matches abroad or the Football Association for International matches abroad, the aggressive hooligan will, in our experience, be able to buy a ticket when he reaches his destination.

Foreign Governments in whose country matches are to be played have the remedy in their own hands by restricting entry. They can also help by ensuring that their grounds are safe as we would like our grounds to be with adequate segregation for those that slip through the net.

It is significant that on the night of 29th May when the Brussels tragedy occurred our own Minister for Sport commented on television that only that weekend he had sent a telex to the Belgian authorities with his view that the ground was unsafe. Furthermore, after his Strasbourg meeting on 27th June the Minister gave it as his view that most European Clubs had much to learn from ours. If we recall his radio interview correctly, he referred to our "good order, good planning and good preparation".

We compliment Liverpool on immediately withdrawing from next year's European Competition although the Enquiry of 20th June shows that, as our Minister for Sport suspected, both the Belgian authorities and the Italian Club were also to blame. We do not think that the Football Association should have withdrawn 5 innocent clubs from European Competitions without consultation with the Football League notwithstanding the possibility that after due consideration we might have come to the same conclusion. There is, of course, also the matter of a breach of Clause 4 of our Agreement with the Football Association.

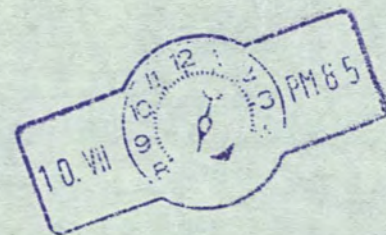
It is a fact that in the last few years there have been as many incidents concurrent with England International matches in Europe as there were with Club European matches which must put our entry to the forthcoming European Championships at risk.

The fact that the media rushed in to establish Liverpool's guilt for hooligans over whom they had no control did not help. It was noteworthy that it was such eminent sports magazines as the Financial Times and The Economist that proposed the most draconian measures.

11. The old Football Association Rule 31 as amended on 28th May 1984 to clarify the Club's responsibility both for home and away games and Clubs are now completely responsible for the conduct of all players, officials, spectators and supporters. However, under the new Regulation 24, it is a defence to show that all events, incidents or occurrences complained of were the result of circumstances over which the Club had no control and that its officials or agents had used all diligence to ensure that its responsibility was discharged. The Government had wanted absolute liability. This the Football Association Council could not accept, as a breach of natural justice, and indeed the defence clause was agreed by 83% of the vote.

1st July 1985

The Football League Limited





FILE

R07

10 DOWNING STREET

THE PRIME MINISTER

10 July, 1985

Dear Superintendent Calligan.

Many thanks for coming down to London with your colleague Serjeant Broster to show me the video of crowd trouble at the Huddersfield/Leeds match last October. Your presentation was very helpful indeed in highlighting the important developments at each stage of the match, and I am grateful for all the trouble you went to.

The film is genuinely shocking and a powerful reminder of the scale of the problem we face. It shows the determination of some supporters to turn the game into a violent confrontation between rival groups of fans and demonstrates the need for radical measures to put a stop to this. I am grateful to you and all your police colleagues for the courage you have shown in tackling this appalling behaviour, and I am conscious of the debt we owe you for, on many occasions, preventing the violence escalating further.

Thank you again.

Yours sincerely  
Raymond Johnston

Superintendent G.E.A. Calligan

R07



FILE

RW

10 DOWNING STREET

THE PRIME MINISTER

Personal Minute

No. M2/85

HOME SECRETARY

*Dear Leon,*

FOOTBALL VIOLENCE

I saw earlier today the police video of the Huddersfield/Leeds match last October. Giles Shaw, Neil Macfarlane and Lord Aberdare were present. The film is a profoundly shocking reminder of the scale of the problem we face. It demonstrated beyond any doubt that many people attend football matches for the purposes of fighting and not to watch the game.

We do, of course, already have in hand a number of important measures to tackle the problem, and in particular, we intend that the Sporting Events (Control of Alcohol) Bill will be in force by the beginning of the season. But, having seen the film, I am concerned that there are a number of other points which we and the football authorities should be looking at urgently, some of which are particularly important if we are to ensure that wider steps have been taken by the beginning of the season to avoid the recurrence of outbreaks of violence.

We therefore agreed that:

- i. Giles Shaw would arrange for the video to be given a wider circulation. In particular, Mr. Justice Popplewell and the Magistrates' Association should see the film.

RW

- 2-
- ii. Giles is looking into the possibility of amending the regulations relating to police bail, to give the police powers to ensure that those charged with violent offences in connection with football should not be able to attend matches.
  
  - iii. Giles will consider the possibility of extending the maximum time limit of six months which can elapse between commission of the offence of threatening behaviour and charge, so that the police are not debarred from laying charges if it takes more than six months to establish the identity of a miscreant. We shall need to consider effecting this change through the Public Order Legislation.
  
  - iv. Giles will be considering the possibility of making proper CCTV facilities a condition for issue of a safety certificate under the legislation on sports ground safety.
  
  - v. We must ensure that sufficient CCTV coverage is in place for the fixtures at grounds most at risk next season, which begins on 25 August. Lord Aberdare is, of course, taking forward the allocation of the extra £500,000 to help clubs with this. But it is crucial to ensure the equipment is operational by the time these matches are played. Neil Macfarlane is, therefore, drawing up a list of the fixtures at risk during the opening weeks of the season and will be discussing this further with the Football Authorities on Thursday.

The film also convinced me that we are right to be pressing the Football Authorities on membership cards as a way of preventing these hooligans using football as a vehicle for their violence. The film also underlined the importance of controlling the extent to which supporters travel to away matches. If rival fans cannot be prevented from clashing when they meet they must be stopped from meeting.

I am sending a copy of this minute to Patrick Jenkin, Giles Shaw and Neil Macfarlane.

*Y  
Lounsbury*

*Raymond*

10 July, 1985



C. H. M. B.



Treasury Chambers, Parliament Street, SW1P 3AG  
01-233 3000

9 July 1985

P Dykins Esq  
Private Secretary to the  
Parly Under Secretary of State for Sport  
Department of the Environment

Dear Philip,

M. B. A.

**FOOTBALL'S BALANCE SHEET**

Flap. PE 2

The Government's Chief Economic Adviser, Sir Terence Burns, a lifelong football fan, was prompted by your Minister's letter of 21 May to the Prime Minister to draw up the attached balance sheet.

Some of Sir Terence's information was given in your Ministers letter of 21 May, some he found in Sir Norman Chester's 1983 Report to the Football League, and some he allocated according to simple rules.

The Chancellor would be grateful to know whether your Minister broadly agrees with this balance sheet or whether he has any further information which could be used to improve it.

I am copying this letter to Andrew Turnbull (No.10).

Yours sincerely,

Philip Wynn Owen.

P WYNN OWEN  
Assistant Private Secretary

Estimated Income and Expenditure by League Division

	DIVISIONS				TOTAL
	1	2	3	4	
<u>Income</u>					
1. League Gates	24	13	5	2.5	44.5
2. Cup Gates	8.6	4.6	1.8	1.0	16.0
3. TV	1	1	1	1	4.0
4. Pools/Betting	1.2	1.2	1.2	1.2	4.7
5. Police	.5	.3	.1	.1	1.0
6. Ancillary	10.8	5.8	2.2	1.2	20.0
7.	46.1	25.9	11.3	7.0	90.2
<u>Expenditure</u>					
8. Players' Wages	13.0	8.0	5.0	4.0	30.0
9. VAT (on 1,2,6)	6.5	3.5	1.4	.7	12.0
10. Police	1.4	.7	.3	.2	2.5
11. Admin/OH	24.3	13.1	5.0	2.7	45.0
12.	45.2	25.3	11.7	7.6	89.5
13. Pool Re-allocation	-.7	-.1	.3	.5	0
14. Net	.2	.5	-.1	-.1	.7

- (1) As given in Macfarlane balance sheet
- (2) Allocated according to league gate receipts
- (3) TV allocated equally by division. (Not quite right as teams appearing most frequently receive a slightly greater share.)
- (4) Pools/betting divided equally
- (5) Police - allocated according to gate receipts
- (6) Ancillary allocated according to gate receipts. Chester Report (1983) gave some figures for sponsorship (paragraph 101p) which accounts for about half of this income. Allocation was 56%, 25%, 10% and 8% by division. This closely reflects the distribution of league gate receipts - 54%, 29%, 11% and 6%.
- (8) As given in Macfarlane balance sheet
- (9) VAT. Taken as applying to rows (1), (2) and (6) (approximately correct for aggregate)
- (10) Allocated according to league gate receipts
- (11) Allocate according to league gate receipts
- (13) Attempt to evaluate net effects of 4% levy. On gate receipts of £60m this means pool of £2.4m of which each division receives £0.6m. Division 4 contributes £0.1m to the pool and therefore is net recipient of £0.5m. (See Chester (1983) paragraphs 197-201).

Football Hooley:  
Home Affs. PC-4



PRIME MINISTER

VIDEO ON FOOTBALL HOOLIGANISM: 10 AM ON 9 JULY

You are seeing this video on the recommendation of the Minister for Sport. It was filmed by the police, using equipment provided by the Football Trust, at the Huddersfield Town v Leeds United match on 20 October 1984. The film lasts about 20 minutes but we have allowed some time in the diary for discussion afterwards. I understand that 65 people were arrested at the match, all of them being subsequently convicted, and that as a direct result of the video a further 11 were also charged.

The video will be presented by Superintendent Calligan and Sergeant Broster from Yorkshire. Mr. Macfarlane and Mr. Shaw will also be present, together with Lord Aberdare from the Football Trust. The video equipment will be set up in the White Room.

*Mark Addison*

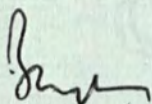
Mark Addison  
8 July 1985

E. R.

PRIME MINISTER

APPROACH TO THE NEXT FOOTBALL SEASON

We have arranged, at your suggestion, to discuss the attached note at 5.30pm on Thursday.



BERNARD INGHAM  
8 July 1985



10 DOWNING STREET

THE PRIME MINISTER

8 July 1985

Dear Mr. Millichip,

Thank you for your letter of 19 June.

I am glad to have your confirmation that the Football Association is determined to act to restore the good name of football, following the various incidents last season culminating in the Bradford and Brussels tragedies. I remain convinced that much remains to be done, if possible before the new season begins, to restore public confidence. In particular, I am pleased that you are continuing to examine the possibility of membership cards; we believe that, despite the doubts expressed at our last meeting, a scheme could be devised which would help effectively to exclude a majority at least of troublemakers from matches. You will, I know, continue to discuss this, and other measures, with the Minister for Sport in his Working Group. He will be letting me have a progress report soon.

I understand what you say about restricting travel abroad. There are obvious and fundamental difficulties, but we will continue to examine what might be done.

Yours sincerely

Margaret Thatcher

F. A. Millichip, Esq.

SL3  
c/o  
doe



Foreign and Commonwealth Office

London SW1A 2AH

5 July 1985

Dear Charles,

1) Mr. Butler  
 2) Mr. Myson MHS/7  
 3) Mr. Allison COP 5/7.

World Cup 1986

In your letter of 27 June you commented on possible measures to prevent football hooligans attending the World Cup matches in Mexico next year. These points were taken into account when preparing for the call on Mr Renton by the Mexican Ambassador, which took place on 3 July.

Mr Renton informed the Ambassador that HMG were determined to put a stop to football hooliganism and had planned a number of internal measures, including legislation on the sale of alcohol, which we plan to have in place before the start of the next football season. International matches were not covered by these measures, although there were of course the FIFA and UEFA bans on individual clubs. We wanted to do all we could to see that no hooliganism or violence should be associated with British visitors to Mexico during the World Cup next year.

Mr Renton then explained that we could not for practical or legal reasons stop British passport holders leaving the UK and travelling to Mexico. We have, however, looked closely at the 1959 Visa Abolition Agreement between the UK and Mexico and would like to seek the Mexican Government's help and views on two possible options:

- (a) temporary suspension for the period of the World Cup (para 8). This would mean all British visitors to Mexico needing visas for a short time. But the arrangement need not be reciprocal; or
- (b) refusal of entry to undesirables by the Mexican authorities at points of entry (para 4). This need not affect bona fide visitors.

Mr Renton said that our preference would be for (a), since (b) could be difficult to implement effectively.

Mr Renton said that he recognised that either option would impose some burden on the Mexican authorities. We could probably help in some measure, eg vetting visa applications. Mr Renton indicated that we did not wish to pass the problem on to the Mexican authorities but that we did have a common interest in working together in good time in an atmosphere of mutual cooperation.

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The Mexican Ambassador said that this was a very timely approach. The Mexican authorities were well aware of the problem. It was helpful of the British Government to make concrete suggestions at this stage. He would do his best to get a prompt reply.

Mr Renton said that he would welcome initial views and handed over a copy (for reference) of the Visa Abolition Agreement. The Ambassador thought that an application of para 8 would be more appropriate and would support our request with his Government.

/ I enclose a copy of a Background Note setting out some of the wider considerations.

I am copying this letter to Phil Dykins (Minister for Sport's office), Hugh Taylor (Home Office) and Richard Allan (Department of Transport).

*Yours ever,*

*Len Appleyard*

(L V Appleyard)  
Private Secretary

C D Powell Esq  
10 Downing Street

CONFIDENTIAL



Football Hooley.  
Home Affairs PC 4



*[Faint, illegible handwriting]*

FOOTBALL VIOLENCE: WORLD CUP FINALS MEXICO 1986

BACKGROUND AND ARGUMENT

VISA ABOLITION AGREEMENT

1. Under the 1959 Visa Abolition Agreement visas are not required by British citizens visiting Mexico. The Agreement does however provide (para 8) that either party may suspend it temporarily "for reasons of public order". It also provides (para 4) for the competent authorities of the two countries to refuse leave to enter or stay in the country to "persons whom they consider undesirable".
2. Any suspension of the Agreement, even for a limited period of say one month, would have to be catch-all, i.e. it would apply to all bona fide tourists and business visitors as well as football supporters. It would thus cause considerable inconvenience and possibly set an undesirable precedent. We could however avoid imposing reciprocal treatment for Mexican visitors to Britain through a suitable exchange of letters. Suspension would also impose on the Mexican Government, particularly the Mexican Embassy in London, the extra administrative burden and expense of enforcing a visa regime, however brief. It could moreover lay us open to the charge of transferring to the Mexican authorities the responsibility for acting on our behalf to deal with what may appear to be a peculiarly British problem. Mr Howell has already described this as "ludicrous" and suggested that we should review our own procedures rather than invoke the assistance of foreign Governments. However governments of countries that act as hosts to major sporting events have certain law and order obligations.
3. A possible alternative might be to see if the Mexican Government could strengthen in some way the present requirement for all travellers to Mexico to have a tourist or business

/visitor

-2-

visitor card. But this seems unlikely to be practical since these cards are freely available at tourist offices and at Mexican borders and are primarily a system for collecting statistics rather than a potential method of control. Any strengthening could also infringe on the Visa Abolition Agreement.

4. Another avenue might be to encourage the Mexican Government to use para 4 of the Visa Abolition Agreement and refuse entry to undesirables. This would have to be done at points of entry and it would impose an extra burden on the Mexican immigration authorities. The advantage from our point of view is that it would not affect bona fide visitors. But even if it were possible to provide the Mexicans with a comprehensive list of undesirables, which is unlikely (see paras 5 - 7 ), we could not be sure that any Mexican action would be effective.

#### BLACK LISTS

5. Since the objective is to prevent British football hooligans visiting Mexico, it would be necessary in any of the alternative courses of action to provide the Mexican authorities, in one form or another, with the names of known football hooligans and thus help them to institute a temporary stop list. The English Football Association maintain an index of known troublemakers at English national team matches. English Football League clubs also maintain records of undesirable fans, e g those who have been banned by the club from entry to the club ground. It is understood that the police also maintain lists of troublemakers, but these contain a mixture of people who have been convicted, ejected from grounds or cautioned. There is in any case no specific offence of "football hooliganism". Quite apart from the status of the names, the total numbers involved on any composite black list are likely to be considerable, though only a small proportion might in practice seek to go to Mexico.

-3-

6. Whilst there should be no problem about providing the Mexican authorities with the names of those charged and found guilty in open court of offences connected with football hooliganism, many undesirable "fans" on club lists may never have been charged with any offence. Such fans might complain about the restrictions on their freedom of movement, or might even be able to consider proceedings for defamation if refused entry into Mexico on the strength of information provided by HMG, the Football Association, or individual clubs. The best procedure might therefore be for names to be passed by the English Football Association to their Mexican counterpart, who could then pass them on to the appropriate Mexican authorities. An alternative might be for the police to provide names on a police network. However, if need be, HMG would have to pass the names on to the Mexican authorities themselves.

7. Alternatively we would need at least to see the names of all visa applicants and indicate those to whom we would prefer to see visas denied. Depending on the requirements of Mexican law it may well not be necessary for the Mexican immigration authorities to give any reason for refusing individual entry into Mexico. It could thus be difficult for a troublemaker who was refused a visa (or entry into Mexico) to demonstrate that refusal was as a result of information provided by any UK authority. The press and public would nevertheless believe that this was the case.

8. The introduction of a black list would not in itself prevent a football supporter travelling to Mexico. It might however be possible to place some of the onus on the airlines to ensure either that all passengers travelling to Mexico during the period in question had a visa (if this was required) or was not on a stop list to be operated by the Mexican immigration authorities. (The airlines would have the responsibility of immediately transporting back to

/the

the UK those refused entry.) Again it would seem preferable for any such list to be provided by the football authorities rather than HMG.

#### COUNCIL OF EUROPE CONVENTION

9. The draft European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at football matches will provide under Articles 3(1)(b) and 4(2) a legal framework for international cooperation in relation to football hooliganism. If the Convention attracts a significant number of parties in the near future, it would be worth considering whether the UK should suggest to the Committee of Ministers of the Council of Europe that Mexico might be invited to accede under Article 14(1).

#### FINANCE

10. If entry into Mexico is to be controlled either through the issue of visas or through refusal of entry, the Mexican authorities will undoubtedly require additional staff and finance. We would need to provide considerable assistance to ensure that the Mexican authorities made proper use of any lists of hooligans. The Mexicans might however also ask for financial assistance. They could of course charge for any visas that they issued but by the nature of things these visas would be issued to bona fide visitors who could well complain if fees were set too high, particularly as they would in any case be the innocent victims of a temporary visa regime. If however it becomes apparent that Mexican cooperation can only be secured if we are prepared to assist financially we would need to give this careful consideration. It would probably be tactically unwise to make any offer at the outset. There is in any case no very obvious source of additional finance for this purpose.

#### RESTRICTING BRITISH PASSPORTS

11. We have considered in the past the possibility of removing British passports from football hooligans or

/otherwise

-5-

otherwise restricting their validity. The arguments against doing so have always been and remain overwhelming. British citizens have the right "to come and go into and from the United Kingdom without let or hindrance". While obviously important, the passport is not essential to this. The passport is regarded as a document establishing national status and identity for international travel and not as a licence to travel. It is long established policy that passports are refused only in very limited circumstances of which Parliament is aware; where the movement of minors contrary to court orders is involved; where a person is to be arrested; in very rare cases where past or proposed activities render enjoyment of facilities contrary to the public interest; and where a person has been repatriated at public expense and substantial debt is outstanding. Refusal of passports on 'public interest' grounds has been extremely rarely used. Having looked at the matter again, Home Office Ministers are not persuaded, nor do they think Parliament would find it acceptable, that it would be a proper exercise of the discretion under which passports are issued, to deny them to individuals on the basis of suspected involvement in football hooliganism or indeed on the basis of certain criminal convictions. If it was decided to proceed in this way, there would be difficulties in drawing the line between offences arising from football hooliganism, or from behaviour at or travelling to football matches and other perhaps more serious offences of violence.

12. There are then the practical problems. If people are already in possession of British passports, they cannot be compelled to surrender them. And while this is not relevant in the case of Mexico where only the standard British passport is recognised, any efforts to use such passports as a general means of control would be rendered ineffective by the availability of the British Visitors Passport and the British Excursion Document from some 1600

/Post

-6-

Post Office outlets plus the no passport excursion cards from shipping companies.

13. The idea of placing a restricted geographical validity endorsement on British passports would similarly be resisted by the Home Office on the basis that it is based on the concept of the passport as a licence which it is not and fails to recognise that it is the right of countries to admit or refuse to admit travellers whatever the passport says. It raises the same questions about the proper exercise of the Home Secretary's discretion and acceptability to Parliament, and would not catch those already in possession of passports since we have no power to remove them.

#### POLICY ON SPORTING LINKS

14. HMG have a commitment to discourage sporting links with South Africa (the "Gleneagles Agreement"). It has been a mainstay of our policy that we cannot prevent our citizens from travelling to South Africa. If we now find a means by which we can stop potential hooligans from travelling to Mexico (as opposed to the Mexicans stopping them), many will ask, with good reason, why we cannot act similarly in respect of South Africa.

Consular Department

F C O

2 July 1985

HB



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU  
TELEPHONE: 01-233 3000

The Lord Trefgarne  
Parliamentary Under Secretary  
of State for the Armed Forces  
Ministry of Defence  
Main Building  
Whitehall  
LONDON  
SW1A 2HB

cf.  
Await MoD  
reply before  
putting in to PM

5 July 1985

Dear David,

with MoD

Thank you for your letter of 21 June. I am most grateful for the action you have taken to support the Scottish football authorities in their wish to play the away legs of European football ties free from the worries that the presence of British supporters would cause them.

You expressed concern about what I said about the embarrassment caused by servicemen supporters at Scottish games on the Continent in the past. My information came from two particular Scottish clubs - Rangers and Celtic - with whom we have close personal contacts and with both of whom we have subsequently rechecked the position. They say that during the past four years there has been rowdy behaviour apparently induced by drink, but no violence. I would like to emphasise the clubs' view that in general there has been excellent co-operation with the military authorities over ticket sales, military police stewarding and segregated terraces. The clubs also have to bear in mind past incidents such as that involving Aston Villa in 1981 and they are extremely cautious in the aftermath of Brussels and the UEFA ban on English teams. I am sure we can now leave it in the hands of the Commanders-in-Chief to take appropriate action.

I am sending copies of this letter to the Prime Minister, Leon Brittan, Tim Renton, Nicholas Scott, John Stradling Thomas and Neil Macfarlane.

Yours ever,  
Allan

ALLAN STEWART





Mr Addison

Second Floor, Walkden House, 10 Melton Street, London NW1 2EJ. Tel: 01-388 4504.

*Chairman: The Rt Hon Lord Aberdare KBE GCStJ*

*Deputy Chairman: Sir Norman Chester CBE*

*Secretary: Richard Faulkner*

4 July 1985

To the Chairmen of all clubs in the Canon and Scottish Leagues

Dear Chairman

### CLOSED CIRCUIT TELEVISION

I am writing to advise you that at their meeting on 2 July the Trustees decided to allocate a total of £500,000 to assist with the installation of closed circuit television at major grounds in the Canon and Scottish Football Leagues. This decision follows the successful experiment, funded by the Trust, at first and second division grounds in the West Midlands and Greater Manchester, and at the two premier division clubs in Edinburgh.

The allocation of the new £½ million for CCTV will obviously require the most careful consideration, not least because the sum will not be sufficient to cover more than 20 or 30 grounds. We are therefore adopting the following guidelines which I hope you will consider carefully.

#### 1. Eligibility

Ultimately the Trustees hope to see CCTV installed as widely as possible throughout the two leagues. Initially, however, we intend to concentrate on grounds in the first and second division in the Canon League, and the premier division in Scotland. Clubs outside these divisions are not ruled out completely, if special circumstances exist. But as far as this first £500,000 is concerned, we expect this to be spent at grounds in the three major divisions only.

#### 2. Scale of assistance

One important outcome of the experiments was that it has proved generally more satisfactory for CCTV equipment to be the entire responsibility of the local police force as regards both ownership and maintenance. Accordingly we are prepared to offer grants of 100 per cent on expenditure up to £25,000 per ground if the equipment is owned and maintained by the police, apart from a very small contribution by clubs towards the cost of camera mounting points. If the clubs prefer to have the equipment in their ownership, or the police are reluctant to take on the responsibility, grants of 50 per cent towards maximum expenditure of £25,000 will be considered.

### 3. Type of equipment and specification

This is a vital area, and one to which I would ask you to pay particular attention. I imagine that your office, like mine, has been inundated with promotional material from CCTV firms in the last few weeks. It is hard to judge between one firm and its products, and another. To ensure that equipment purchased with Football Trust help represents the best value for money, and does the job required of it, we have enlisted the help of the Home Office's Scientific Research and Development Branch, and of the Association of Chief Police Officers. They will shortly be making recommendations to us on the technical specifications on which we should insist, and on whether we should place a single contract with one or more suppliers who are able to meet the technical specifications, provide the necessary geographical coverage around the country, and operate a proper maintenance agreement. The other alternatives to a national supplier are a small number of regional contracts, or a larger number of local agreements. At present we have an open mind on this issue, but it is vital that any equipment installed with our help meets the agreed technical specifications.

We are looking for a combination of "command and control" equipment (which enables the police to deploy officers inside and outside grounds, anticipating trouble and dealing with it when it breaks out) and "evidential" equipment (to provide video recordings and possibly still photographs of disorder, of sufficient quality for subsequent use as evidence in court). It is likely that at many grounds the command and control cameras will be permanently mounted, whereas the high quality evidential cameras may well be mobile, being brought in by the police on specific match days and taken back by them afterwards. It may well prove possible for this equipment to be used at more than one ground within a police authority area - our experiment in Edinburgh has shown that this can work well.

As no two grounds are identical, requirements will vary, but experience has taught us that the combination I have outlined is likely to prove the most useful.

One alternative option which we are prepared to consider (it is likely to be very much less expensive) is the provision of an entirely portable camera carried by a police officer, taken around the perimeter of the pitch, or filming the crowd outside the ground. This has proved an effective deterrent in some circumstances previously, and whilst it does not represent a complete alternative, it can sometimes assist.

### 4. Procedure for grant applications

From the foregoing, you will appreciate that whilst there is a feeling of urgency within the game that the use of CCTV should be widely extended, it is important not to rush into commitments which may subsequently be regretted. Above all, it is vital that the right equipment is installed, which is why we attach such importance to the work being done on our behalf by the Home Office and the Association of Chief Police Officers.

/...

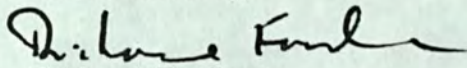
We do however want to decide which clubs are to be covered by the initial £500,000 allocation as soon as possible. So if you wish your club to be considered, would you please let me know by Friday 19 July at the latest. You should enclose with your letter a statement from your local police force confirming that they wish to see CCTV at your ground together with an indication of whether the club or the police would be responsible for the ownership and maintenance of the equipment. It would also be helpful if the police gave some indication of what tasks they see CCTV performing (e.g. command and control inside and outside the ground, the production of evidence, deterrence etc), and whether they would like to be able to use some of the CCTV equipment at more than one ground. I should also be grateful if you would please confirm that you are prepared to accept the cost of camera mounting points, to which I referred in guideline 2.

Applications will be considered by a special working group of the Trust, chaired by Sir Norman Chester, and containing representatives of the Football League, the Football Association, and the Association of Chief Police Officers. This group is empowered to decide which schemes to support, and its decision will be final.

The clubs whose applications are successful will be notified by 16 August, and they will be given guidance on what equipment should be chosen.

If you would like further guidance, please do not hesitate to contact me.

Yours sincerely



Richard Faulkner  
Secretary



cc #16  
2 MARSHAM STREET  
LONDON SW1P 3EB

My ref:

Your ref:

4 July 1985

CRK p type.

Dear Mark

/ Thank you for your letter of 25 June to Sue Vandervord with which you enclosed a copy of a letter from Mr F A Millichip of the Football Association.

/ As requested, I enclose a draft reply for the Prime Minister, which has been cleared with the Foreign Office.

I am sending a copy of this letter and the draft reply to Colin Budd (Foreign and Commonwealth Office).

Yours ever

Alan

ALAN DAVIS  
PRIVATE SECRETARY

Mark Addison Esq

DRAFT REPLY FOR THE PRIME MINISTER TO SEND TO  
MR F A MILLICHIP, CHAIRMAN, THE FOOTBALL ASSOCIATION LTD,  
16 LANCASTER GATE, LONDON W2 3LW

Thank you for your letter of 19 June, ~~in response to~~  
~~mine of the 17th.~~

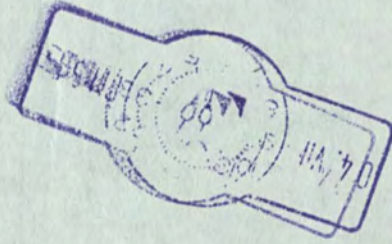
I am glad to have your confirmation that the Football Association is determined to act to restore the good name of football, following the various incidents last season culminating in the Bradford and Brussels tragedies. I remain convinced that much remains to be done, if possible before the new season begins, to restore public confidence. In particular, I am pleased that you are continuing to examine the possibility of membership cards; we believe that, despite the doubts expressed at our last meeting, a scheme could be devised which would help effectively to exclude a majority at least of troublemakers from matches. You will <sup>I know</sup> continue to discuss this, and other measures, with the Minister for Sport in his Working Group. He <sup>will be letting me have</sup> ~~has promised to give me~~ a progress report soon.

I understand what you say about restricting travel abroad. There are obvious and fundamental difficulties, but we will continue to examine what might ~~possibly~~ be done.

Home Affairs P53

Eastman

Hodgkinson



JS



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

*4* July 1985

*Dear Mr Addison*

FOOTBALL LEAGUE SURVIVAL PLAN

In case the Prime Minister is asked today about the Football League's announcement yesterday of their "survival plan", I attach a background note and line to take. We had no advance warning of this announcement; there have been no discussions of any such "plan". A DOE Official met the President of the League Mr Jack Dunnett, and FA and other football representatives, at The Football Trust on Tuesday but there was no reference to yesterday's meeting or to any announcement; nor have we had anything as yet from the Gen. Sec of the Football League.

*Yours sincerely*

*Paul Heron*

PAUL HERON  
Private Secretary

Mark Addison Esq MP

BRIEF FOR PRIME MINISTER'S QUESTIONS

FOOTBALL LEAGUE'S "SURVIVAL PLAN"

LINE TO TAKE

We have not formally received the so called 10 point Football League Survival Plan, and it has not been mentioned in our many discussions with the football authorities. The Minister for Sport has another meeting of his Working Group next week (11 July) when this Plan may be put forward. I would merely note that 7 of the 10 points appear to be for Government; we are, of course, looking for action from football itself, to restore its good name and public confidence.

Membership Cards

I understand that the Football League Chairman came to the view that a national scheme could not be ready by the new season. A number of clubs are setting up their own schemes. The Football League has established a Working Group to examine a possible system in detail.



## BACKGROUND

Football League Chairmen met in London yesterday under the Chairmanship of Mr Jack Dunnett to discuss progress so far on crowd control and safety measures and on the TV negotiations. The meeting had before it a paper from Jack Dunnett on membership cards. A press announcement was made at the close of a 10 point "Survival Plan" for the League and of Chairmen's rejection of a national membership card scheme, at least in time for the new season.

A note of the 10 points in the "plan" is attached. Seven of them concern action by Government. There is an emphasis upon finance; the "plan" is obviously concerned with "survival", as clubs fear that a further drop in attendances combined with increased costs on crowd control and safety will lead to some closures. They expect Government action and financial help with their problems.

On membership cards, the Dunnett paper argued against a national scheme. Chairmen were in agreement, but on Dunnett's advice agreed to the Management Committee's proposal that a Working Group should be established with the Football Trust to examine the option in detail. So the proposal is not rejected in principle; but the League hope that the Government will eventually be persuaded, by the Working Group's report, that a national card scheme is not viable.

2.

The FA/FL solution for crowd control in the short term is more policing - for which they will expect HMG to pay. They want more police inside the ground and to secure the effectiveness of making away matches for problem clubs all ticket. DOE and Home Office officials are considering the practical and financial implications of this proposal, ready for discussion with the FA/FL in the Minister's Working Group next Thursday 11 July.

It must be regretted that the Football League should announce plans to the Press without warning or consultation. They feel under pressure on membership cards, from the Government and the media (they appear to fear a major change of this kind in their routine). There is evidence too of disagreement between the two bodies and with some of the main clubs. These arguments may come out into the open.

## FOOTBALL LEAGUE'S "10 POINT SURVIVAL PLAN"

1. Individual club membership card schemes, instead of a national scheme
2. Executive boxes to be exempted from the alcohol ban
3. More morning kick-offs
4. More all ticket games
5. Support Government's Public Order Bill
6. Convicted hooligans to be banned from matches for 5 years
7. More police in grounds, cost to be met by the Government
8. More surveillance inside grounds
9. Severer sentences
10. Reduction in Pools Betting duty of 2½%.

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: FAM/PFS/417

Your Ref:

3rd July 1985.

The Rt.Hon. Leon Brittan, Q.C., M.P.,  
Home Office,  
Queen Anne's Gate,  
London, SW1H 9AT.

Dear Mr. Brittan,

Thank you for your letter of 10th June 1985, following the adoption by this Association at its Annual General Meeting, of the amendment put forward by Mr. Dunnett, relative to the discipline of Clubs.

Naturally, I regret that your interpretation of our new Rule 24 (old Rule 31) should suggest some form of weakness or even failure on the part of The Football Association or its Member Clubs to recognise their responsibilities in the sphere of hooliganism. In fact, The Football Association is only too well aware of its responsibilities, despite the conflicting views expressed by many who have little knowledge of the depth of our problems. The Football Association is also acutely conscious of the legal complexities. I maintain that the new Rule gives The Football Association greater power over events, in that the burden of proof in respect of the only defence available, is laid on the shoulders of the Clubs themselves. If a Club can responsibly demonstrate that the wording of the defence applies to any particular circumstances, I am totally at a loss to understand how it can be held responsible in any disciplinary context.

We, The Football Association, are satisfied that apart from the legal objections, which are obvious enough, to attempt to hold Clubs responsible in such circumstances would be blatantly unfair and counter-productive - there can be no concept of responsibility without blame.

Contd...-

Prime Minutes ②  
Few information. A  
weak defence of  
the FA's decision.  
MFA 417

The Rt.Hon. Leon Brittan, Q.C., M.P.

3rd July 1985.

✓  
Notwithstanding my views on the change of Rule, I assure you that the policy decision taken against certain Clubs following the Brussels tragedy, is one which it is intended to follow on the domestic scene - e.g. whether Clubs are to blame or not, to consider earlier 'kick-off' times, restricted attendances, all-ticket matches, and efforts to discourage travelling 'away' supporters. Whether there can be valid legal objections to this policy remains to be seen, but we have all derived some consolation in the Courts decision to uphold our ban on those Clubs who this year qualified to play in Europe.

It is the duty of this Association to promote the game in every respect - to maintain good order and discipline and to protect it from abuses and it is intended to display that authority at all times, whilst at the same time not putting the existence of the many innocent Clubs in jeopardy.

Yours sincerely,  
F.B. Mitchell

c.c. The Rt.Hon. Margaret Thatcher, M.P. ✓



10 DOWNING STREET

John B. De

we need a  
line for Questions

For may will to me <sup>REB</sup> 4.7.

Benedict's note, and the  
rather anxious PA report of,  
I think, the same meeting. It seems  
the League spent some time  
and energy knocking down an  
option which the Govt has not  
pursued. But the end result is  
encouraging.

I will press to DoE to  
let us have a proper report quickly.

MEVA 3/7

PRIME MINISTER

*have WE.*

FOOTBALL IDENTITY CARDS

John Smith, Chairman, Liverpool AFC and of the Sports Council, telephoned me today to say that he had succeeded in persuading the Football League, in association with the Football Trust, to give the issue of membership cards thorough investigation.

He had had to use his weight as chairman of the Sports Council to achieve this but the inquiry would be on the road within a few days and was expected to report in 6-7 weeks' time.

Mr Smith said that no membership/identity card system was likely to be perfect, but cards would introduce discipline into the football scene. He had started a Travel Club at Liverpool, the effect of which would be to prevent any supporter travelling without a travel club membership card.

He said that it was important to explore every aspect of membership cards. There were so many schemes now on offer that the commercial pressure from card companies was getting out of hand.

Mr Smith added that the FA "very foolishly" did not want to know about membership cards. It would have been better had they had FA as well as Football League involvement, but they must go ahead without the FA if, unfortunately that seemed to be necessary.

The team who will examine membership cards as a system of control and discipline are:

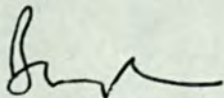
Richard Faulkner, Secretary, Football Trust

Assistant Chief Constable of Birmingham (a member of the Football Trust)

Littlewoods, as the main contributor to the Football Trust

Graham Kelly, Secretary, Football League.

Mr Smith said he laid considerable store by having the police on the inquiry.



BERNARD INGHAM  
3 July 1985

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SOCCER: LEAGUE REJECTS THATCHER PLAN

FOOTBALL LEAGUE CLUBS TODAY OFFICIALLY REJECTED THE PRIME MINISTER'S PLAN FOR A NATIONAL MEMBERSHIP CARD SCHEME.

THEY WILL PRESENT THEIR OWN 10-POINT SURVIVAL PACKAGE TO THE GOVERNMENT, WITH LEAGUE SECRETARY GRAHAM KELLY CLAIMING THAT SOCCER 'FACES ITS MOST CRUCIAL SEASON SINCE THE WAR.'

THE CLUBS ARE DEMANDING A 2.5 PER CENT REDUCTION IN THE POOLS BETTING TAX TO HELP MEET THE COST OF GROUND IMPROVEMENTS. 'WE ARE CALLING ON THE GOVERNMENT TO GIVE US THE FINANCIAL HELP FOOTBALL DESERVES' ADDED KELLY.

KELLY CONFIRMED A 10-POINT PLAN AFTER A TWO-HOUR MEETING IN LONDON TODAY.

SPEAKING OF THE IDENTITY CARD SYTEM WHICH MRS THATCHER WANTED ENFORCED BY THE START OF THE SEASON, KELLY STRESSED: 'IT CAN'T BE DONE. CLUB CHAIRMEN FELT VERY STRONGLY THAT THE IDEA IS BEING PUT FORWARD BY PEOPLE WHO DO NOT GO TO FOOTBALL MATCHES: HAVE NEVER BEEN ON A REGULAR BASIS, AND DO NOT HAVE THE INCLINATION TO ATTEND FOOTBALL MATCHES AT THE PRESENT TIME.'

THE MANAGEMENT COMMITTEE, HOWEVER, FELT IT WAS OBLIGED TO DISCUSS THE PLAN FURTHER WITH THE FOOTBALL TRUST AND THE SPORTS COUNCIL.

BUT KELLY IS BACKING CLUB MEMBERSHIP SCHEMES ON AN INDIVIDUAL BASIS.

THE CHAIRMAN REITERATED THAT THEY FEEL EXECUTIVE BOXES AND VIEWING RESTRAURANTS SHOULD BE EXEMPT FROM THE GOVERNMENTS CONTROL, OF ALCOHOL BILL.

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PART 3 ends:-

FCO GO NOE 28/6/85

PART 4 begins:-

BI GO PM 3/7/85

