

PREM 19/1789

The Behaviour of British Football Fans Abroad
 Soccer Hooliganism, and hooliganism in
 other sports.

HOME AFFAIRS

PART 1: DECEMBER '81

PART 5: AUGUST '85

"POPPELWELL REPORT" NOV 85 IN FOLDER
 ATTACHED

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
1/8/85		14.3.86					
5.8.85		17.3.86					
8.8.85		19.3.86					
12.8.85		21.3.86					
16.8.85		19.5.86					
20/8/85		22.5.86					
22/8/85		29.5.86					
29.8.85		3.6.86					
1/9/85		9.6.86					
6.9.85		10.6.86					
30.9.85		17.6.86					
12.11.85		9.7.86					
22.11.85		16.7.86					
6.12.85		21.7.86					
16.12.85		22.7.86					
20.12.85		24.7.86					
23.12.85		8.8.86					
7.1.86		PTS					
8.1.86		ENDS					
13.1.86							
15.1.86							
22.1.86							
7/3/86							
10.3.86							

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.

Home Office: Committee of Inquiry into Crowd Safety and Control at Sports Grounds - Final Report.

Chairman: Mr Justice Popplewell

Presented to Parliament by the Secretary of State for the Home Department and the Secretary of State for Scotland by Command of Her Majesty January 1986.

Published by HMSO. ISBN 0 10 197100 1

Signed J. Gray Date 23/9/2014

PREM Records Team

Published Papers

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

Home Office: Committee of Inquiry into Crowd Safety and Control at Sports Grounds - Final Report.

Chairman: Mr Justice Popplewell

Presented to Parliament by the Secretary of State for the Home Department and the Secretary of State for Scotland by Command of Her Majesty January 1986.

Published by HMSO. ISBN 0 10 197100 1

Signed

J. Gray

Date

23/9/2014

PREM Records Team

FOOTBALL

INCIDENT ON THE HARWICH-HOOK FERRY : THURSDAY 8 AUGUST 1986

Background

Over the last month or so the Football Association (FA) have kept the Minister for Sport, Foreign and Commonwealth Office and the police (including British Transport Police) informed of the pre-season friendly matches arranged by a number of English clubs against Continental teams. The FA have to agree these fixtures; about 50 were arranged in all. Most have now been played; about 10-15 remain to be played.

The UEFA (European Union) ban on English club teams taking part in the cup competitions held under their auspices remains. However, these "friendly" matches are held under the auspices of FIFA (the world body) whose original ban on English clubs no longer applies.

The pre-season "friendly" fixture list was discussed at Mr Tracey's Working Group meeting on 5 August, following the incidents during the Rangers v Tottenham "friendly" on 2 August. The possibility of banning the remaining friendly matches was discussed, but it was recognised that most of the programme had by then been completed (and without incident).

In line with the requirements of the European Convention. (which applies for all matches, whether "friendly" or otherwise), the individual clubs involved, FCO and BTP have been liaising with the appropriate authorities abroad for each match. All of the clubs have discouraged supporters from travelling to the games; none have official parties of supporters travelling.

The Incident

British Transport Police (BTP) had been alerted that the matches involving Manchester United, West Ham and Everton in Holland could attract trouble because of incidents involving Manchester

United supporters in previous years. BTP contacted the Utrecht police, who had intelligence to suggest that 300 West Ham supporters could be travelling for the matches to be held 8-12 August. Despite extensive enquiries, BTP could not confirm these reports. On 17 July BTP officers travelled to Utrecht for discussions with police.

On 7 August BTP received information that 50 fans, identified as West Ham and Manchester United supporters, were at Liverpool Street Station on their way to the Harwich boat-train and the ferry to the Hook of Holland. They told the Dutch authorities.

Subsequent information received suggested that more supporters would be travelling - apparently 150 from West Ham, Manchester United, Everton and Liverpool, going on the Koenigen Beatrix (a Dutch vessel). Once again, the Dutch authorities were informed.

BTP supervised these supporters en route to Harwich. There was no sign of trouble. On arrival at Harwich, BTP and the Captain of the Vessel discussed whether or not they should be allowed to board. The Captain expressed himself satisfied that they should. At about 1.30am on 8 August fighting broke out between particular gangs of rival supporters in the ship's bars. Eventually the crew quelled the disturbance and the Captain decided to return to Harwich where the ship was met by the police. BTP arrested 14 people; 5 people were injured and 3 needed urgent medical attention. The ship sailed again for the Hook at 5.55am with BTP officers on board to take statements from the crew and passengers. Those supporters not involved in the trouble were allowed back on the ship. On its delayed arrival at the Hook of Holland this afternoon, 16 supporters were refused entry into Holland.

Action Since

We have asked the Dutch authorities, under the European Convention (which they have signed, but not yet ratified), to consider further special measures for the remaining matches. Our

consul in Holland will attend the games in question. Any football supporters who try to enter Holland this weekend will be turned back by the Dutch police and port authorities. Additionally, British and Dutch ferry operators have said they will refuse to take any supporters on board here. Clearly there will be problems of identification; but BTP will assist informally and it seems likely that the operation will be thorough.

We have suggested to the FA a ban on the remaining matches in Europe and a recall of the clubs. However, the FA feel that to recall the teams now abroad might precipitate further trouble among the supporters already there, but the question remains open for the future.

Comment

Ferry operators have the right to refuse passage to supporters and, of course, to close bars. In this case they took a positive decision to do neither. With the Department of Transport and Home Office, we are already reviewing the policing of ferries. The law and jurisdiction are complex. BTP have a contract with Sealink to police their vessels, but have no clear locus on other UK ships or on foreign vessels (as in this case).

This incident illustrates the need to improve policing and surveillance of ferries. It certainly underlines the dangers of any complacency in the Government and football authorities' joint campaign against football violence.

SPORTS AND RECREATION DIVISION

8 August 1986

**Poor quality
text due to the
nature of the
material.**

**Image quality is
best available.**

UK FILE Cont.

08-08-86 at 10:44

probably another season of consistent good behaviour but the spotlight was very much on them."

The minister added: "This sort of behaviour is the kind of thing which could set us back for years. It is certainly not going to impress UEFA in the slightest."

"It is something I feel very sad about because we have been working very hard with our football authorities and through them with UEFA to build-up a good relationship again."

"It is a tragedy that this sort of thing should be happening with these so-called friendlies."

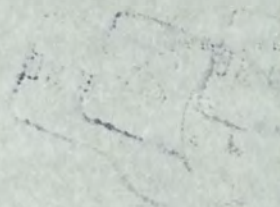
Mr Tracey said the trouble between Glasgow Rangers and Tottenham Hotspur fans in London last Saturday was highlighted at a meeting he chaired this week.

"It seemed to me that these friendlies had to be looked at very closely by the FA and that some instant action should be taken, possibly stopping them."

"I was shattered when I heard this news this morning. These were idiots, absolute idiots, and they had no thought for football at all."

"They must realise that this kind of behaviour is going to break football, certainly in an international sphere."

mfl aga



UK FILE

08-08-86 at 10:38

CRIME Ferry Minister

SPORTS MINISTER 'SHATTERED' BY FERRY
BRAWLBy Chris Moncrieff, PA Chief
Political Correspondent

Sports Minister, Mr Richard Tracey, said today he was "shattered" by news of the battle among rival first division football fans on a Dutch ferry taking them to continental pre-season friendly matches.

Mr Tracey said he feared these "absolute idiots" had probably set back for years the resumption of full scale competitive football by English clubs in Europe.

And he believed the Football Association should now review the whole question of pre-season "friendlies" with the possibility of stopping them altogether, especially where they involve travel to Europe.

"This is very serious news and it could be a tragedy for British football generally," said Mr Tracey.

"Over the last domestic season we have seen a very good improvement in crowd behaviour. There has been a reduction of about 50% in arrests and ejections from grounds."

"We also saw an improvement in the behaviour of the fans at the World Cup in Mexico. We all hoped, therefore, that we were set fair for a good season with a lasting improvement."

"But this behaviour by what I take to be an irresponsible minority of supporters, could well set us back really very considerably."

Mr Tracey said FIFA, the international football authority which controls pre-season friendlies, had earlier lifted the ban on English clubs in Europe purely for friendlies.

"The clubs were now hoping that some time in the future UEFA, the European governing body, would lift the ban for English clubs in European competitions."

"I always felt it would take

7+ 9+ 8+ 0+ 4+C 5+B

PA(c)1986

Copies to - Ted Croker (FA)
Bill Abbot (FCO)
Stephen Rennie (DTP)

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/383

Your Ref:

5th August 1986

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

Dear Prime Minister

I must apologise ^{at this} for the delay in replying to your letter of 21st July. I have been seeking a few days away from the office desk.

You have briefly set out the subjects we discussed. I agree, despite the fact that progress has been made, careful planning and preparation during the coming season remains vital.

The Football Association remains committed to the most vigorous efforts to combat hooliganism. You are aware of my personal concern, each and every time football matches are played abroad, particularly those involving the England International Team. We have adopted a policy of discouraging supporters from travelling and we do not accept tickets for sale and distribution. Nevertheless, those matches continue to attract the undesirable element. Whilst fully appreciating the difficulty of restricting the free movement of people, particularly throughout Europe, I shall hope to discuss this particular matter at the Sports Minister's Working Party. It may well be one that can be more fully discussed at the European Convention on Spectator Violence, even though it appears to be a disease afflicting only English people. All matches when we play abroad are "High Risk" and demand the most vigorous precautions.

Yours sincerely,

F.A. Millichip

F.A. Millichip
Chairman





24/75
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

24 July 1986

Phil Minors

X
24/7

ms

Dear Mark

FOOTBALL HOOLIGANISM - STATISTICS FOR ATTENDANCES, ARRESTS
AND EJECTIONS IN 1984/85 AND 1985/86

In my letter of 27 May, I included figures for arrests at Football League matches at all Division 1 and 2 grounds for the 1984/85 and 1985/86 seasons.

We have now obtained final figures for attendances, arrests and ejections at Football League matches, and a summary of these is attached. The figures for arrests are in fact slightly better than those included with my previous letter, due to the subsequent correction of inconsistent reporting practice by some police forces.

We intend to announce the figures for Divisions 1 and 2 in an arranged PQ this week, and we shall take the opportunity to correct the arrest figures given in a Written Answer on 4 June.

I am copying this to Robin Young and Phil Dykins at DoE, Richard Allen at Transport and Andy Rinning at the Scottish Office.

Yours ever

W R FITTALL

Mark Addison, Esq

SUMMARY OF ACPO STATISTICS ON ATTENDANCES, ARRESTS AND EJECTIONS AT FOOTBALL LEAGUE GROUNDS FOR 1984/85 AND 1985/86

Attendance

	1984/85	1985/86	% change
Division 1	9,810,649	9,008,673	- 8
Division 2	4,028,612	3,542,028	- 12
Division 3	2,653,115	2,476,980	- 7
Division 4	N/A	1,411,076	-

Arrests

Division 1	3,752	1,839	- 51
Division 2	1,765	1,050	- 41
Division 3	1,112	899	- 19
Division 4	N/A	355	-

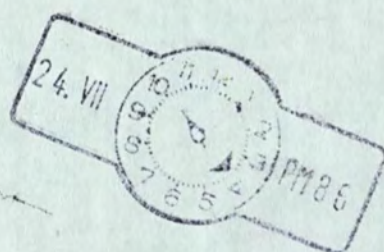
Ejections

Division 1	3,299	2,206	- 33
Division 2	1,455	1,089	- 25
Division 3	Not available	704	-
Division 4	Not available	357	-

H. Attanas

Football Hooliganism

OTS





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.

7/423

July 22nd, 1986

Mark Addison, Esq.,
Private Secretary,
10 Downing Street,
Whitehall,
London SW1.

MGA

Dear Mr Addison,

Thank you for sending us a copy of the Prime Minister's letter to
Mr Millichip.

With kind regards,

Yours sincerely,

Graham Kelly
Secretary

ST. VINCES, LONDON
AFTERNOON

83838
25/7

THE FOOTBALL LEAGUE LIMITED



REPORTING
BY THE BOARD

LYBING
LYNCS
DATHAM ST VINCES
REGISTERED OFFICE

W. H. O. NEVILLE LTD
SECRETARY



010

2

DEPARTMENT OF THE ENVIRONMENT

Room B255

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212

Switchboard 01-212 3434

GTN 212

PERSONAL

Mark Addison Esq
10 Downing Street
LONDON

The Minister:

*More developments on
Luton's "no away supporters"
scheme*

ms

TV

21 July 1986

21/7

Dear Mark,

In the inevitable (and fruitful) inquests after the meeting on football at No 10 last Wednesday, I raised with Ted Croker of the FA the concerns expressed by the PM about the apparently hostile attitudes of the Association and the Football League to Luton Town's proposals. The PM may raise this again, so you should be briefed. I gather that neither the FA nor the League has yet made any definite decision on Luton's cup matches next year. Both have deferred a firm conclusion until perhaps October, when there will be some direct and practical experience of any problems arising from the ban on away supporters. League and FA representatives will attend Luton home matches to see at first hand how the scheme works. But, as you know, there are difficulties for both bodies with the application of their existing Cup rules to Luton's proposed arrangements.

The Football Trust discussed last Thursday Luton's application for the substantial grant to assist with the costs of the scheme. Trustees are generally against banning away supporters; they believe - as do many in football - that it could be counter-productive and also that it is against the grain of recent measures and developments. Nevertheless, the Trust's researchers, the University of Leicester (partly funded by this Department) are studying the Luton scheme and will be asked to provide an interim report in October to enable Trustees to take a view then on a possible retrospective grant.

Finally, you should know that Ted Croker has expressed his own personal support for what Luton are trying to do. I attach copies of some correspondence he gave to me; this does not look to be consistent with what the PM herself has heard from the club about their apparent difficulties with Croker,

David Teasdale

D V TEASDALE
SPORT AND RECREATION DIVISION



LUTON TOWN FOOTBALL AND ATHLETIC CO LTD

179-185 Dunstable Road Luton LU1 1BT
Tel: 0582-411622 Grams: Football Luton

Reg. Office: 70-72 Kenilworth Road Luton Reg. No. 53130

F A CUP FINALISTS
CHAMPIONS — DIVISION 3(S)
RUNNERS UP — DIVISION 2
CHAMPIONS — DIVISION 4
RUNNERS UP — DIVISION 3
RUNNERS UP — DIVISION 2
CHAMPIONS — DIVISION 2

1958/59
1936/37
1944/55
1967/68
1969/70
1973/74
1981/82

JRS/CAC/B4 Your Ref EAC/JKY/1362

14 July 1986

Mr. Ted Croker,
General Secretary,
The Football Association Ltd.,
16, Lancaster Gate,
LONDON.
W2 3LW

RECEIVED

Dear Ted,

Members Scheme

Thank you for your interesting letter of 11 July regarding the above.

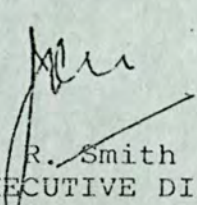
I thoroughly enjoyed reading your 'bearing of heart' to me. We will, of course, be continually reviewing the scheme but, in the short term, we do not see any alternative. Indeed, the police are insisting at the moment on excluding all visiting supporters for all matches.

As you know, the Football League have determined that we cannot comply with their ^{cup} rules and, therefore, we either have to withdraw from the Competition or make some alternative arrangement. Naturally we feel this is grossly unfair, bearing in mind what we are trying to achieve.

I shall ask our Public Relations Department to keep you advised of what is going on and we do appreciate your interest.

Regards.

Yours sincerely,


J. R. Smith
EXECUTIVE DIRECTOR

EAC/JKY/1362

11th July, 1986.

Mr. J.R. Smith,
Executive Director,
Luton Town Football Club,
179-185, Dunstable Road,
Luton, LU1 1BT.

Thank you for sending me the copy of the article from the local Chamber of Commerce Magazine about developments at Kenilworth Road and the Luton Club.

Although we have never discussed this in detail, I should say straight away that I am totally in favour of your Members Only Scheme and making it extremely difficult, if not impossible for visiting supporters to attend.

Many years ago, at least 10, when hooliganism first reared its ugly head, I remember discussing this with Denis Howell, Alan Hardaker and one or two others at a number of meetings and I advocated all the time taking every possible step to discourage visiting supporters. I received no support whatsoever, certainly not from Denis Howell who was Chairing the meetings at that time, and particularly not from Dick Wragg, who was a League representative, although I never really understood his point of view. To me it seemed obvious that the trouble was caused by conflict and if one could create an exclusive club then the numbers would grow simply because the problems of football would no longer exist.

I was very optimistic when Coventry City went to an all seated stadium with a limited capacity and I very much regret that they did not have two or three exceptionally good seasons that would have ideally sold out the complete ground to season ticket holders and for them hooliganism would have been a thing of the past. Unfortunately that did not work out and they have had to backtrack on their progress and put back terrace supporter facilities.

Contd.....~

Mr. J.R. Smith

11th July, 1986.

It was always my opinion that if supporters could be encouraged to visit their home ground, this was undoubtedly in the best interests of a club, as they would be able to attend more matches at home as the expense of travelling away was far greater, although I suppose for many people it is the pleasure of visiting other football grounds, that means a great deal to them.

Possibly you will find that other club membership schemes will enable you to introduce the right type of supporters from the other clubs.

No doubt by now you have had an opportunity to give considerable thought to the particular problems that exist in the one off matches, such as in some rounds of the Littlewoods Cup and in every round of the F.A. Cup, and how we get over the problem of a club being denied supporters for a sudden death match. I would hope that a reasonable solution can be found, but so far it has eluded me.

I shall be interested to hear your further comments.

Yours sincerely,

E.A. Croker
General Secretary



LUTON TOWN FOOTBALL AND ATHLETIC CO LTD

179-185 Dunstable Road Luton LU1 1BT
Tel: 0582-411622 Grams: Football Luton

Reg. Office: 70-72 Kenilworth Road Luton Reg. No. 53130

F.A. CUP FINALISTS
CHAMPIONS — DIVISION 3(S) 1958/59
RUNNERS-UP — DIVISION 2 1936/37
CHAMPIONS — DIVISION 4 1954/55
RUNNERS-UP — DIVISION 3 1967/68
RUNNERS-UP — DIVISION 2 1969/70
CHAMPIONS — DIVISION 2 1973/74
1981/82

JRS/CAC/B4

30 June 1986

The Secretary,
The Football Association,
16, Lancaster Gate
LONDON.
W2 3LW

Dear Sir,

Members Scheme

I enclose herewith a copy of an article from the local Chamber of Commerce magazine for your information.

Yours sincerely,

J. R. Smith
EXECUTIVE DIRECTOR

Now season brings new hope

THE WAVE of dismay sent through football by the Brussels disaster affected not just players and managers but club directors who saw football's increasingly 'bad image' as a further and perhaps fatal blow to the game's viability. Of course, few League clubs had been able in the profit-and-loss sense for a decade or more, but the lurid headlines and sporadic incidents led many to believe that spectator interest, especially among families, would sink to a new low.

Luton Town's answer was a course of action that was little short of revolutionary.

First came the installation of a synthetic playing surface which has had a dramatic and beneficial effect on the club's income and community relations. Next will be the building of 28 private executive suites, giving first-class facilities and a superb view for the business user. Fifteen of these suites have already been leased.

The 1986-7 season, however, will see the most far-reaching change of all: the introduction of a 'Members Only' policy.

In effect, football at Luton will become, quite literally, a club event open only to members. Membership will be restricted to Luton Town supporters, thus eliminating the need for an extensive police presence to 'shepherd' visiting



A major new policy for the new football season should switch attention back to the action on the field at Kenilworth Road.

supporters to and from the ground, the fencing-off of parts of the terracing and the potential hostility between two sets of fans.

Local residents have indicated their support for such a policy, saying that they will be prepared to allow their own children to attend matches when the atmosphere is more congenial. The area's traders are particularly pleased at the development as their businesses have been badly hit and often forced to close on

match days to avoid problems with visiting supporters.

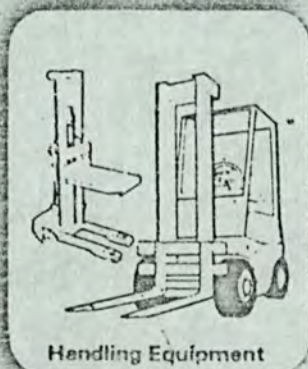
The upshot of the policy will be to encourage family attendance, providing the sport with a new, acceptable image.

The economic implications of a 'Members Only' policy have been carefully studied and it is believed that the loss of away fans will be more than made up by the additional family support. There is also considerable scope for commercial involvement in the scheme. The club's membership will number up to 40,000 people, spread throughout the catchment area. It is planned to invite selected companies to co-operate in providing special offers and discounts for members, a development which will bring benefits to club, member and company alike.

The new policy, radical though it is, represents a carefully thought-out step in Luton Town's revitalisation. As the club's football has improved in quality and results, so has its commercial prospects.

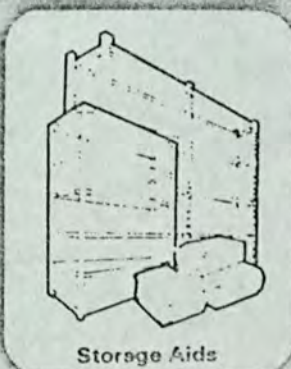
There are more steps to come but the future is looking brighter all the time.

trucks • stackers • racking & shelving • partitioning



Handling Equipment

Question: Where are the best handling equipment bargains?
Answer: Without doubt at Stanley Handling. We offer the most comprehensive range of fork trucks, stackers and specialist handling aids in the area, and we offer full service back up. (Data pack SHA 11)



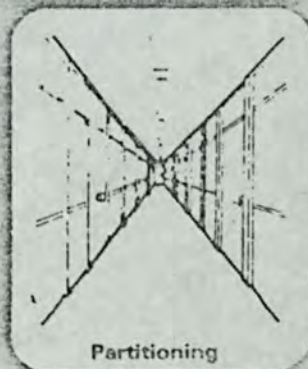
Storage Aids

Question: What's the best type of shelving and racking?
Answer: The combination which offers storage efficiency AND accessibility. Stanley supply containers, pallet racking, drive in racking, narrow aisle systems, tiered shelving, frequently from stock. (Catalogue pack SSA 11)



Platforms

Question: How can a building store more or offer additional administration space?
Answer: Through the installation of a Stanley Storage Platform, up to 90% increase in capacity, uninterrupted spans of up to 40ft, loadings up to 400lb/ft². (Send for Catalogue SSP 11)



Partitioning

Question: How can admin space be more effective?
Answer: Partitioning and screening can convert other wise redundant space into offices, executive suites, reception areas, conference rooms. (SPS 11 for further details.)

STANLEY KNOW-HOW

Stanley Handling & Storage, Coldharbour Lane,
Harpenden, Hertfordshire AL5 4NH Tel: (05827) 67711 Telex: 826411

WE'RE SO LOCAL
Harpenden is virtually on your doorstep.
Next time you think handling or storage, think STANLEY. We're local and we've got the right answers!





10 DOWNING STREET

THE PRIME MINISTER

21 July 1986

Dear Mr. Michip,

I am grateful to you and your colleagues from the Football League, the Football Trust, the Football Grounds Improvement Trust, the Professional Footballers' Association and the Sports Council for coming to see me again at Downing Street on 16 July to review progress on the various measures we have taken to improve crowd behaviour and safety at football grounds.

We agreed that good progress had been made. There were clear improvements in behaviour and atmosphere at matches last season. The alcohol controls and CCTV were effective, and I was particularly glad to note that CCTV should be in place in all but one First and Second Division grounds for the new season. The programme of safety improvements was well in hand. We were grateful for the funding and support of the two Trusts. We paid tribute to the efforts and cooperation of the Police and the clubs.

We also agreed, however, that there was no cause for complacency. Further vigorous efforts were needed, in partnership, to maintain and enhance the improvements achieved. Our Public Order Bill will come into effect during the coming season, with strengthened powers for the Police including exclusion orders. To enforce such orders the

ALB

further spread of clubs' membership cards schemes was important. You stressed that such schemes could be of critical importance in your Association's use of its disciplinary powers.

Community involvement is important to the future of football and the professional clubs. The wider use of grounds, family areas and other community initiatives are being developed and have the Government's full support.

Finally, we looked ahead to the matches in Europe next season. The Mexico World Cup helped our reputation abroad and showed the value of careful preparation. We must plan thoroughly, together, for the forthcoming European matches of British teams, on the firm new base of the Convention and the tougher UEFA rules. These and the other issues we discussed will be taken forward in the Minister for Sport's Working Group, which is to meet again soon.

At our meeting we reaffirmed our joint determination - Government and football authorities - to combat and defeat violence in football. I am grateful for all that you and your colleagues have done; we must not let up now.

I am sending a copy of this letter to Mr. Philip Carter (Football League), Lord Aberdare (Football Trust), Mr. Tom Wharton (Football Grounds Improvement Trust), Mr. Brian Talbot (Professional Footballers' Association), and Mr. John Smith (Sports Council).

Yours sincerely
Margaret Thatcher

F.A. Millichip, Esq.



10 DOWNING STREET

~~CP~~ ~~GR~~ DfJ 2/7

Immediate to be copied
and to all the Ministers
who attend the meeting.

cc HO
~~DOE~~

SPORT

David Mitchell Trans

Tim Eggar FEO

Dr. B. Mawhinney NI

Alan Stewarr SO

Mark Robinson WD



Department of the Environment

Room B260

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212 7126

Switchboard 01-212 3434

GTN 212

Mr Mark Addison
No 10.

17/7/86

CR

Pl type for PM's sig.

Dear Hank,

As agreed, I attach a
draft letter for the PM to send to
Mullinich. I have not agreed this
with Mr Toney; if you are content, I
suggest you circulate it with any
changes you want as yours. (with your
note of the meeting, perhaps). But I can
clear the draft and letter today, if
you'd rather I did so.

Yours
David.

DRAFT LETTER FOR THE PRIME MINISTER TO SEND TO:

F A MILLICHIP ESQ, CHAIRMAN, THE FOOTBALL ASSOCIATION,

16 LANCASTER GATE, LONDON W2 3LW

FOOTBALL HOOLIGANISM AND SAFETY

I am grateful to you and your colleagues from the Football League, the Football Trust, the Football Grounds Improvement Trust, the Professional Footballers' Association and the Sports Council for coming to see me again at Downing Street on 16 July to review progress on the various measures we have ~~jointly~~ taken to improve crowd behaviour and safety at football grounds.

We agreed that good progress had been made. There were clear improvements in behaviour and atmosphere at matches last season.

The alcohol controls and CCTV were effective. ^{and} We paid tribute to the efforts and cooperation of the Police and the clubs. The programme of safety improvements was well in hand. We were grateful for the funding and support of the two Trusts.

We also agreed however that there was no cause for complacency. Further vigorous efforts were needed, in partnership, to maintain and enhance the improvements achieved. Our Public Order Bill will come into effect during the coming season, with strengthened powers for the Police including exclusion orders. To ^{the} enforce such orders the further spread of clubs' membership cards schemes was

SD3 A. H.
I was particularly glad to note that CCTV should be a place in all but one ~~vitality~~ ~~at~~ ~~the~~ ~~First~~ ~~Division~~ ~~clubs~~ ~~grounds~~ ~~from~~ ~~the~~ ~~beginning~~ ~~of~~ ~~the~~ ~~new~~ season.

important
~~needed~~.

You stressed that such schemes could be ^{of} critical importance ^{at} in your Association's use of its disciplinary powers.

Community involvement is important to the future of football and the professional clubs. ^{The wider} ~~Community~~ use of grounds, family areas and other community initiatives are being developed and have ^{de GWH} ~~our~~ full support.

Finally, we looked ahead to the matches in Europe next season. The Mexico World Cup helped our reputation abroad and showed the value of careful preparation. We must plan thoroughly, together, for the forthcoming European matches of British teams, on the firm new base of ^{the} ~~our~~ Convention and the tougher UEFA rules. These and the other issues we discussed will be taken forward in the Minister for Sport's Working Group, which is to meet again soon.

^{on}
At ~~this~~ meeting we reaffirmed our joint determination - Government and football authorities - to combat and defeat violence in football. I am grateful for all that you and your colleagues have done; ~~But as we agreed, we must not let up ~~and~~ ~~the~~ ~~go~~ ~~new~~.~~
~~We will continue to give you our full support.~~

^{sedg copy of}
I am ~~copying~~ this letter to Mr Philip Carter (Football League), Lord Aberdare (Football Trust) and Mr Tom Wharton (Football Grounds Improvement Trust), Mr Brian Talbot (Professional Footballers' Association) and Mr John Smith (Sports Council). ~~Copies also go to my Ministerial colleagues.~~

ADDRESSES

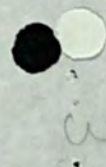
Mr P Carter
President
The Football League
Lytham St Annes
Lancashire
FY8 1JG

The Rt Hon Lord G C St J Aberdare
Chairman
The Football Trust
Second Floor
Walkden House
10 Melton Street
LONDON NW1 2EJ

Mr T Wharton FBIM
Chairman
The Football Grounds Improvement Trust
3 Broomcroft Road
Whitecraigs
Newton Mearns
Glasgow
G77 5ER

Mr B Talbot
Chairman
Professional Footballers' Association
124 Corn Exchange Buildings
Manchester
M4 3BN

Mr J Smith CBE JP DL
Chairman
The Sports Council
16 Upper Woburn Place
LONDON
WC1H 0QP



SUBJECT
cc master



JD 3ANX.

bc H. Booth
Teasdale (Env.)

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

16 July 1986

Dear Isabel

The Prime Minister, accompanied by the Home Secretary, the Secretary of State for the Environment, the Minister for Sport, Mr. David Mitchell, Mr. Tim Eggar, Dr. Brian Mawhinney, Mr. Allan Stewart and Mr. Mark Robinson met representatives of the Football Association, the Football League, the Football Trusts, the Sports Council, and the Professional Footballers' Association today. The Football Association was represented by Mr. Bert Millichip, and Mr. Chairman, Ted Croker, General Secretary. The Football League was represented by Mr. Phil Carter, President, and Mr. Graham Kelly, Secretary. The Football Trusts were represented by Mr. Richard Faulkner, Secretary, Football Trust, and Mr. Tom Wharton, Chairman, Football Grounds Improvement Trust. The Sports Council was represented by Mr. John Smith, Chairman, and the Professional Footballers' Association by Mr. Brian Talbot, Chairman. Mr. David Teasdale and Mr. Hartley Booth were also present.

The Prime Minister welcomed the representatives of the football authorities to the meeting. She had called the meeting to be able to thank all those concerned for the efforts which had been made since last year to combat hooliganism and to improve ground safety, and to encourage further steps to be taken to improve the record for the following season. It was the close co-operation between Government and the football authorities which had made possible the progress which had been achieved. The Prime Minister referred in particular to the progress which had been made with the installation of CCTV to help with crowd control and with identifying hooligans. She noted the important work which had been done to improve ground safety, so that facilities were brought up to the standards needed to meet present day circumstances. She welcomed the guidelines on membership cards issued by the Football League, but was concerned to see that only five clubs so far were covered by schemes; more progress needed to be made here. She was also concerned that there had been some deterioration in crowd behaviour towards the end of the season. It would be a grave mistake to allow the achievements which had so far been secured to slip away.

BM

Mr. Millichip agreed that the last season had been a qualified success, but he certainly did not intend to relax now. He reported in particular the efforts which the Football Association had made to help identify problem matches, and that the clubs were very much aware of their responsibilities for adopting membership card schemes. The benefits of video cameras generally were fully accepted. Some grounds were now asking that coverage be extended outside the grounds too. The benefits of video cameras generally were fully accepted. It was hoped that within a few weeks of the start of the next season only one club in Divisions 1 and 2 would be without CCTV.

The following specific points were made in discussion.

- The Prime Minister stressed the importance of seeing that the best possible use was made of grounds and clubs by local people. Mr. Faulkner noted the work being done in conjunction with the Sports Council to encourage this, including the use of artificial pitches and so on.
- Mr. Wharton confirmed that the FGIT had tailored their support to the level of normal attendance at grounds. FGIT had also been able to help many clubs create special family areas segregated from the other spectators. The family spirit was coming back to the game.
- Mr. Millichip agreed that the alcohol legislation had helped to control the problem of disorder at football matches. He welcomed the proposal to ease the rules for executive boxes, though he regretted that this could not be done before the autumn.
- On membership cards the Prime Minister noted the difficulties which Luton Town was having with its membership card scheme, which banned away supporters from home matches. Luton had responded very well to the campaign to defeat hooliganism, and they were fully committed to a membership card scheme. Mr. Carter said that Luton were free to decide how to arrange their matches for the League season, but the rules for the Littlewoods Cup did not accommodate the banning of away supporters. One option would be for Luton to arrange to play their home matches at neutral grounds. Mr. Croker said that, particularly in a knock out competition, excluding visiting supporters could prove a major disadvantage for the visiting team. But neither the Association nor the League had yet taken final decisions on the Luton scheme.
- The use of mobile TV equipment to film supporters arriving outside grounds should help the identification

of trouble-makers, and the British Transport Police had put in a bid to the Football Trust for this purpose. There was no doubt that CCTV had a deterrent effect on trouble-makers, and stiff sentences also helped.

- Mr. Millichip reported that the World Cup in Mexico had gone well. The British players had set an excellent example. The Mexican authorities had acted against spectator misbehaviour clearly and firmly from the outset, for instance by enforcing the rules against drinking in public areas. The supporters had been welcomed by the local people, and this had encouraged them to maintain good behaviour. Mr. Croker thanked the Minister for Sport and the Foreign and Commonwealth Office for all the cooperation they had given in making the arrangements for Mexico, which had proved to be effective.
- The Prime Minister noted that a number of overseas matches involving British teams were coming up soon. The arrangements for these would have to be planned very carefully. England was playing Northern Ireland in Belfast on the same day as the Republic was playing Scotland in Dublin. Mr. Mawhinney said that with the help of the Football Trust, the aim was to see that CCTV was installed at Windsor Park in time for the England game. England was also playing Turkey and Sweden next season. Detailed discussions on the arrangements for all these matches would need to take place through the Minister for Sport's working group. The importance of the full cooperation of everyone concerned had been learnt in Mexico.
- The initiative taken by the United Kingdom leading to the Council of European Convention on Spectator Violence had helped overseas clubs to improve their arrangements for problem matches, and the UEFA had tightened up its rules, and provided for tougher penalties. The use of mobile TV units to identify supporters seeking to travel abroad, and for use at and around matches themselves, could also be helpful.
- Arrangements whereby those convicted in other countries of offences at matches could be returned to serve their sentence in the United Kingdom were important if other countries were to be encouraged to charge offenders rather than simply to ship them home. There was, for instance, such an arrangement with Sweden, where England were playing next season.

Concluding the meeting, the Prime Minister thanked all those present for the progress which had been made since last year to improve safety and tackle hooliganism. It was vital that there was no let-up now. The involvement and cooperation of the Football authorities, the Trusts, the players, the Sports Council, the police, and Government was

needed if that progress were to be sustained, and football was to become once again a sport for families and people of all ages to support and enjoy.

I am sending copies of this letter to the Private Secretaries of all those who attended the meeting.

Z c

Mark Addison

Mark Addison

Miss Isobel Ogilvie,
Department of the Environment.



10 DOWNING STREET

Prime Minister

Points for the pre-meeting

- ① Run through the DoE
handily list (Page A)
- ② Run through the key points
for the press (Page E)

MEA 15/7

E.B.

PRIME MINISTER

MEETING ON FOOTBALL

You have a half hour briefing meeting with Ministers at 1030 tomorrow, followed by an hour and a quarter or so with the football representatives. You then go to the front door with the others at the meeting to say a few words to the press.

The main purpose of inviting the football authorities in is to give them a pat on the back for the improvements in safety, and the reduction in hooliganism, which have been achieved since last year, and to encourage them to keep it up. Another purpose is to get the message over to the public that the Government is not letting up, and that it is determined to secure still more progress. But behind the meeting is also the need to see that the Government, and that your own initiative in particular, gets proper credit for the significant improvements which have been secured.

Attending the meeting will be:

Mr. Bert Millichip	-	Chairman, Football Association (FA)
Mr. Ted Crocker	-	General Secretary, FA
Mr. Phil Carter	-	New President of the Football League (FL)
Mr. Graham Kelly	-	Secretary, FL
Mr. Richard Faulkner	-	Secretary, Football Trust (FT)
Mr. Tom Wharton	-	Chairman, Football Grounds Improvement Trust (FGIT)
Mr. John Smith	-	Chairman, Sports Council
Mr. Brian Talbot	-	Chairman, Professional Footballers' Association (PFA)

(ad ex
labour
Councillor)

The main change since the last meeting is that Phil Carter is the new President of the Football League, succeeding Mr. Dunnett.

You have in fact met Mr. Carter when he was group managing director of Littlewoods; he is now Chairman of the Liverpool Conservative Association. Lord Aberdare, the Chairman of the Football Trusts, cannot attend because he is ill.

Representatives of bodies invited for the first time are John Smith (Chairman of the Sports Council) and Brian Talbot (Chairman of the Professional Footballers Association).

The briefing is attached as follows:

- Flag A the key steering briefing from DOE
- Flag B a further DOE note about the Luton membership card scheme (as you know, they are rather at loggerheads with the FA and the League about this);
- Flag C an FCO note on the lessons from Mexico, (which you do not need to look at unless you wish to do so).
- Flag D a note from Hartley Booth, referring to the difficulties at Sheffield United about the cost of policing.
- Flag E a summary of the steps which the Government and the authorities have taken and the impact they have had, which should be useful as an aide memoire before you speak to the press.

MEPA

MARK ADDISON

15 July 1986

SL3ASL

KEY POINTS FOR THE PRESS

After the tragic loss of life at Bradford and at the Heysel Stadium in Brussels the Government was determined that the problems of safety and violence in football should be tackled. With the co-operation of the Football Authorities, the Trusts, the players, the clubs, the police and many others, that is just what we have been able to do.

The Government has:

- brought in the Sporting Events Control of Alcohol Act;
- published and acted on the Popplewell Report including the designation of third and fourth division clubs under the Safety of Sports Grounds Act; and the strengthening of the Public Order Bill through adding the provision for exclusion orders;
- increased the number of Home Office TV vans;
- taken the initiative in Europe, leading to the adoption of the European Convention on spectator violence;
- worked closely with the Mexican authorities in the run up to the World Cup;
- worked with the football authorities through the working groups chaired by the Minister for Sport on ground improvements and anti-hooliganism measures;
- drawn attention to the guidelines by the Court of Appeal on sentencing.

With the Government's firm encouragement the clubs, authorities and trusts have:

- seen that CCTV will be installed by the beginning of next season in all but one first and second division grounds;
- the Football League has issued guidance to its clubs on membership cards;

The authorities and clubs have:

- introduced more all-ticket and morning matches;
- increased fines on players' offences;
- banned known hooligans;
- set up better arrangements to identify problem matches;
- revised ground regulations to allow for police search as a condition of entry;
- initiated a publicity campaign.

The results have been:

- a football season safer for spectators and freer of hooliganism;
- we have begun to rebuild our international reputation;
- arrests inside the grounds and ejections have fallen by 47 per cent in Division One and 30 per cent in Division Two;

The future:

One incident is still one too many. All those involved need to press ahead to secure more improvements and to encourage more spectators and more families back to the game.

15 July 1986

D

FOOTBALL MEETING, 16 JULY

Besides congratulating the partnership that has developed between Department of the Environment and Football Authorities over the last year, and also recognising the important rôle this partnership has played in producing excellent results over the alcohol legislation and CCTV, there are one or two points that may be made.

1. Continual Vigilance: we are playing in Europe in September, and although our first draw is an unexciting one, Football Authorities should be on their mettle against hooligan trouble.

2. You should be aware of the Sheffield United dispute, where the Local Authority protesting at police charges have gone to court, and now that they have failed are appealing. In the meantime, they are not putting in CCTV. DoE believes that, as in the case of Aberdeen who held out against CCTV, Sheffield will install it eventually.

3. Presentation: in view of our patchy performance on law and order, the notable success of our alcohol legislation & the CCTV which reduced reported violent and hooligan incidents by about a third during last season, this should be given as much prominence as possible.

HB.

HARTLEY BOOTH



Foreign and Commonwealth Office

London SW1A 2AH

15 July 1986

Dear Charles,

World Cup: Football Spectator Violence

/ Before the Prime Minister sees the football authorities tomorrow, she may wish to glance at the enclosed report, prepared by our Consular Department, on how the World Cup competition was seen by the FCO. In particular it shows how the FCO and our Embassy in Mexico City were involved both in the advance preparations and in dealing with the problems posed by the many thousands of British visitors to Mexico at the time; and how we see the way forward.

During the football season preceding the World Cup, it is good to note that, although British teams were extensively involved in matches abroad - including 16 international matches in different parts of the world and 15 club matches in European competitions - no major incidents or problems were reported by our missions in the countries concerned. On the whole, the vast majority of British fans were well behaved and did not cause undue problems on their visits overseas.

This good behaviour (against many predictions) continued to be generally apparent in Mexico, and again no major problems were encountered. We attribute this to a number of factors, but principally to the advance preparations made in Mexico and in London: media publicity about conditions in Mexican prisons and their police preparations undoubtedly also played a part.

The Mexican authorities were asked by us not to over-react to boisterous British fans whose behaviour might be high-spirited but otherwise basically harmless. The Mexicans did adopt a sensible and balanced approach, and as a result there were very few arrests of British fans. None were detained for other than brief periods.

/The



The concern of FCO Ministers is of course not only the protection of British subjects but Britain's reputation overseas. We still have some way to go in public relations terms to make up for the Huysel stadium disaster and the succession of damaging incidents that preceded it. It is easier to destroy a reputation for courtesy and good behaviour than to build it up. But we believe that we are now on the way, thanks to what happened in Mexico.

I am copying this letter and report to Stephen Boys Smith, Robin Young, Richard Allen, Robert Gordon, Colin Williams and Jim Daniel.

Yours ever

R N Culshaw

(R N Culshaw)
Private Secretary

C D Powell Esq
PS/10 Downing Street



FOOTBALL : WORLD CUP, MEXICO - 31 MAY-29 JUNE 1986

THE FCO VIEW

1. PREPARATIONS FOR THE WORLD CUP

In the year leading up to the World Cup, the FCO worked closely with the DOE, the Home Office and other Government Departments; with the Mexican Embassy in London and, through our Embassy in Mexico City, with the local Mexican authorities; and with the three British Football Associations concerned. As a result, a package of measures was prepared. This package was designed to try to prevent British football hooligans from travelling to Mexico or, if necessary, to deal with any problems in Mexico.

In making a contribution to the package, the FCO had to act on the basis that British passport holders cannot be prevented from leaving the United Kingdom. We also had to accept that, in spite of our efforts to persuade the Mexican authorities otherwise, they were not prepared to allow a temporary one-way suspension of the visa abolition agreement for British citizens only during the period of the World Cup. (As well as the discussions on visas which our Embassy had in Mexico City, 5 meetings were also held in London between the Mexican Ambassador and an FCO Minister, initially Mr Renton and then Mr Eggar).

However, notwithstanding our lack of success on the visa question, the Mexican Ambassador and FCO Ministers did keep in close touch on other preventative measures. The Mexican Embassy assisted (through us) in the preparation of a Football Association (FA) guidance pamphlet, largely drafted by our Embassy in Mexico and ourselves, to assist British fans in Mexico and of a positive letter of introduction issued by the FAs to fans about whom nothing detrimental was recorded. Other elements of the package included the passing of names of undesirables through police channels to the Mexican Immigration Department; control of charter flights on which passengers would only be allowed to travel if in possession of match tickets; and the control of the sale of tickets overseas by the Mexican Organising Committee.

/Other



Other specific FCO action in the preparations for the World Cup included:

- a) numerous visits by staff of our Embassy in Mexico to liaise with local World Cup and other authorities at the different venues; to discuss with them ways of preventing hooliganism, and to visit the football stadia;
- b) the inclusion in the World Cup Security Committee of our Consul in Mexico;
- c) the provision of 3 additional UK-based staff and 3 additional locally-engaged staff (including one locally-engaged information assistant) for the duration of the World Cup to assist with consular problems;
- d) detachment as liaison officers of 2 members of our Embassy and of some of the staff at (c) to Guadalajara and Monterrey respectively; and of another member of our Embassy as liaison officer to Queretaro;
- e) staff on stand-by for Consular Department on the nights British teams played (kick-off times 7pm or 11 pm BST);
- f) supply, in cooperation with COI, of background articles and interviews (with managers, players, etc.) for the Mexican media;
- g) sponsored visits to UK by:
 - i) 3 Mexican journalists for whom COI arranged TV video shots and taped interviews; and
 - ii) a delegation from Monterrey World Cup Committee;



- h) assistance both here and in particular in Mexico in arranging and drawing up a programme for the three Ministers who visited Mexico for the World Cup (the Minister for Sport, Mr Richard Tracey, and the Ministers responsible for sport in the Scottish Office and the Northern Ireland Office, Mr Allan Stewart and Dr Brian Mawhinney);
- i) assistance in helping other visitors with their arrangements and appointments, in particular the FA Security Liaison Officer, Mr Les Walker, and his counterpart in the Scottish FA, Mr Alistair Hood, and also Mr Tom Pendry MP, Chairman of the All Party Football Committee of the House of Commons.

2. DURING THE WORLD CUP

It is estimated that up to 9,000 British nationals visited Mexico for the World Cup (4-5,000 English, 2-3,000 Scots and 1,000 Northern Irish). The vast majority (probably over 70%) made their own travel arrangements. The remainder went under the auspices of UK travel agents and tour operators.

During the period of the competition, England played 5 matches and Scotland and Northern Ireland 3 each. The estimated average attendance of British supporters at each England match was over 3,000; the figure for Scotland's matches was between 1,000 and 1,500, and for Northern Ireland 500-700.

For the first two weeks of the competition temporary consular offices were opened in Monterrey (where England were playing) and in Guadalajara (where Northern Ireland played their matches). Scotland's matches were played at venues near Mexico City and consular coverage was supplied from our Embassy in Mexico City. Both temporary offices closed at the end of the second week as they were no longer needed, only England having survived to play further matches in Mexico City.

/There



There were no major incidents involving British supporters in Mexico during or after any of the matches. Such trouble as there was consisted of minor misdemeanours only, committed by English fans, e.g. drinking alcohol in the streets, paddling in fountains, some fights, some damage to property, removing clothing, etc. (No Scottish or Northern Ireland supporters were reported to be involved in any incidents with the Mexican authorities).

It was noticeable that the Mexican media, which had adopted a hostile attitude to British supporters before the competition, became less sensational and more favourable to our fans as the competition progressed, and, indeed at the end of England's stay in Monterrey, the local media called the English supporters "wonderful" and referred to their having won the hearts of the Mexicans. After the Argentine match, the Mexican media were reported as saying that English fans were not animals or hooligans after all.

It was also apparent that, although the Mexican police were present in force at matches and elsewhere, they kept a discreet watch and their attitude was, as we had requested, generally tolerant and restrained. The local authorities were also reported as being helpful and the local people (particularly in Monterrey) as friendly towards the British visitors.

The comparatively low level of incidents involving British supporters in Mexico and the consequent winning over of the Mexicans was due, to a large extent, to the energy and efficiency of our Embassy and Consular staff in Mexico City, Monterrey and Guadalajara in dealing with problems and situations as they arose and sorting out trouble quickly. (Particularly good were the efforts of the Consular team in Monterrey where the bulk of the British supporters were congregated.) These additional consular arrangements have been reported as being well planned, covering all requirements and giving an adequate safety net for further trouble. A number of complimentary letters and calls have been received.

/Facts



Facts and figures relating to consular assistance during the World Cup are as follows:

Total number of people assisted throughout Mexico during the period of the World Cup : (350 in Mexico City and 100 in Monterrey)	450
Number of passports issued:	11
Number of statutory declarations:	9
Cheques cashed:	5
Arrangements for deposit of money in UK:	28
Total number of arrests: (all except 2 released)	31

3. THE FUTURE

The key to ensuring, as much as possible, the continued general good behaviour of most British fans at overseas matches still lies, in our opinion, in proper consultations taking place well in advance and in the making of early security arrangements for matches abroad which are likely to attract support from fans travelling from this country.

Last year, a set of procedures was worked out involving action at posts overseas where a British football team was due to play, as well as action as appropriate in the FCO either independently or in cooperation with the DOE and/or the British Transport Police.

These procedures include advance notification of matches to posts; early consultations by our consular staff with local football and stadium authorities as well as with the police and other local government authorities on safety precautions and security arrangements;

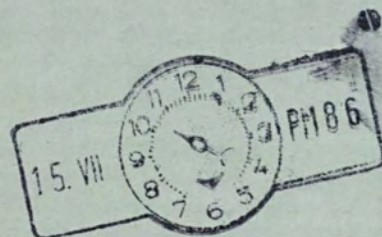
/advance



advance visits by the Football Associations' Security Liaison Officers and/or by club or other football representatives or representatives from the DOE; the provision of detailed information by the British Transport Police on the number of travelling supporters, their method of travel and arrival times; the deployment by our missions of extra consular staff as appropriate at strategic points on match day, e.g. at the stadium, railway station, airport, etc; and the subsequent reporting by the mission of events concerning the match.

Although possibly some of the additional measures taken for the World Cup (e.g. the letter of introduction) might be usefully applied to some of the European matches, the above procedures should, in our view, continue to be the basis for our action in seeking to combat football hooliganism at overseas matches.

Consular Department
Foreign and Commonwealth Office
10 July 1986



TO ALL OUR GUESTS IN THE CITY OF SALTILLO AND THE STATE OF COAHUILA

THE STATE LAW OF COAHUILA PROHIBITS THE FOLLOWING:

- 1.- NO ALCOHOLIC DRINKING IN PUBLIC AREAS.
- 2.- NO EXHIBITIONISM IN PUBLIC AREAS.
- 3.- NO SCANDALS IN PUBLIC AREAS.
- 4.- NO FIGHTING IN PUBLIC AREAS.
- 5.- NO INVASION OF PUBLIC OR STATE PROPERTIES.
- 6.- NO DESTRUCTION OR DAMAGE OF PUBLIC OR STATE PROPERTIES.

STREETS, CORRIDORS, AROUND AND OUTSIDE STADIUMS, PLAZAS AND
PARKS ARE CONSIDERED PUBLIC AREAS.

THESE LAWS ARE MADE TO BE OBEYED, THOSE WHO VIOLATE ANY OF THESE LAWS
WILL BE ARRESTED BY THE POLICE, IF THE OFFENSE IS SEVERE THE PERSON
WILL BE TURNED OVER TO THE IMMIGRATION AUTHORITIES.

PUBLIC SECURITY DEPARTMENT OF
THE STATE OF COAHUILA



B cc BS-
cc B/Up

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

My ref:
Your ref:

B

Mark Addison Esq
Private Secretary
10 Downing Street
London SW1

15 July 1986

Dear Mark

2005

You wrote to Isobel Ogilvie on 9 July asking for briefing - in time for the PM's meeting with the football authorities, on Wednesday - on the attached letter from David Evans, of Luton FC. ✓ at play

Mr Tracey is aware of Luton's problems with both the Football League and the Football Association over the club's proposed new scheme to ban all "away" supporters from matches next season. It is in the rules of the FA Cup competition that some allocation for supporters of the "away" team has to be made. Mr Evans' letter refers specifically to the Football League cup competition (next season to be called the Littlewoods Cup), where the same problem seems likely to arise.

These are very much matters for the governing bodies of the game, and not ones in which we would seek to interfere. We are aware that the FA, in particular, are reluctant to change their rules to suit Luton's new arrangements. However, the FA have reserved their decision until October, by which time they will have looked at Luton's scheme and its operation in practice. It seems very likely that the Football League will reserve their judgement, too.

For these reasons my Minister would not recommend that the Prime Minister raise these issues at the meeting on Wednesday.

I should mention one further point of background for Wednesday's meeting in addition to those covered in the main brief. The Prime Minister may already be aware of some concerns within the game of football about its administrative structure, in particular that there is to some degree a division of powers

between the FA and the Football League. John Smith, as Chairman of the Sports Council, has been trying to mount a study of the future structure of football, with the FA and the League. The PM should be aware of this proposal in case it is raised, though we do not expect it to be. At present, the FA support the Sports Council's proposal, but the League continue to oppose it.

I assume from your letter that no further reply to Mr Evans is envisaged; there is certainly little we could add to your earlier acknowledgement.

Yours ever
Paul Herson

P P DYKINS
Private Secretary



A

cc BG
✓ BIVP

cc UBT

cc TV

PRIME MINISTER

FOOTBALL

You have another meeting with the football authorities next week. The aim, as we see it, is to review the very good progress so far and to encourage all members of the "partnership" to continue their efforts and commitment next season.

As you know from previous reports, matters were much improved this season. This was partly due to the co-operative efforts of the various government departments and the football authorities under the auspices of the two Working Groups which were set up following the series of meetings you held last year, and which I have lately been chairing.

Broadly, we suggest this meeting should be used to give a pat on the back to the football authorities and Trusts; to urge against any complacency; to encourage the further spread of membership card and community use schemes; and to discuss briefly the European dimension next season, when the England team has 3 or 4 matches abroad. (I propose to call a meeting of the appropriate Working Group soon to discuss the detailed preparations for these matches, under our European Convention.)

A steering brief covering these points is attached. Included as an annex is a report on the effective arrangements made for the recent Mexico World Cup.

I am copying this to Nicholas Ridley here, and to Douglas Hurd, John Moore, Giles Shaw, Tim Eggar, Allan Stewart, Brian Mawhinney and Wyn Roberts.

PH

for RT

(Approved by Mr Tracey and
signed in his absence)

11 July 1986



STEERING BRIEF FOR THE PRIME MINISTER
MEETING WITH THE FOOTBALL AUTHORITIES, TRUSTS AND THE SPORTS
COUNCIL, 16 JULY 1986

The meeting is to review progress on football matters since the Prime Minister's last meeting on 30 July 1985, and to look forward to arrangements needed for the next domestic and European season. A list of those attending on the football side is at Annex B. The Prime Minister is expected to be supported by the Home Secretary, the Secretary of State for the Environment and the Minister for Sport, and Ministers from the Department of Transport, Scottish Office, Northern Ireland Office, Welsh Office and FCO.

Introduction

The PM might welcome the 3 new faces on the football side. She might congratulate Mr Phil Carter (who is Chairman of Everton FC) on his election as FL President. He is keen to lead the game forward in better marketing and management. John Smith (Chairman, Liverpool FC) attends as Chairman of the Sports Council; both the Council and the Football Trust have funds available to assist League clubs with community use schemes. Brian Talbot, the current Captain of Watford FC, will represent the players as Chairman of the PFA.

Progress Review

The PM will wish to thank all the bodies represented for their contribution to the clear improvements in behaviour in domestic



football last season. Domestically, arrests and ejections from grounds were down by 47% and 30% respectively in Divisions 1 and 2. (Attendances were down by 9%). A better atmosphere at matches was noted throughout the season. The PM might observe that the Government and the football authorities must have got the package of measures agreed last year broadly right; clearly, their implementation has, on the whole, been effective.

The cooperation between clubs and the police has been important. The PM would get the full support of the football authorities in praising the efforts of the police and the British Transport Police.

There could be discussion of specific measures. Of the package in force, it is generally accepted that the Government's alcohol legislation has had an important, salutary effect. Closed Circuit Television (CCTV) is also widely regarded as an effective deterrent.

In European competitions, an improvement in behaviour has also been noted since the Council of Europe Convention was agreed last year (following the UK's initiative and leadership) and the new UEFA rules were put in place. But ~~British~~ English teams were not involved, because of the UEFA ban.

The safety concerns in the wake of the Bradford fire have been largely relieved, through the joint efforts of the Government and the football authorities. The Minister for Sport's Safety Working Group agreed that a 5-year programme was feasible and reasonable, with funding from FGIT.

The PM should take the opportunity to thank the two Trusts through their Chairmen for their important support for the game, in particular for the funding of safety improvements and CCTV. On the latter, Lord Aberdare will be ready to give a progress report on the installations at grounds. The priority has been Divisions 1 and 2 and there remain perhaps 10 (out of 43) where, for various reasons, equipment has not yet been installed. The PM could urge

But there should be only one by the beginning of the new season on 23 August. (Check with Football Trust)



both Lord Aberdare and the Home Secretary (as installations are agreed with the local police, who operate the equipment) to complete the programme speedily.

Next season and beyond

Looking ahead, the PM will want to stress the need for everyone concerned to reject complacency. The Police observed some signs of worsening behaviour towards the end of last season, when crucial games came to be played. Efforts and preparations must continue to secure further improvements in the Football League next season and also in the European championships, in which England, Scotland, Wales and Northern Ireland compete. The PM should confirm that the football authorities and the Trusts share her commitment to continuing all existing arrangements for careful planning, liaison and preparation; it remains essential to plan in detail for matches, especially those which appear likely to attract large rival groups of supporters.

The Government's Public Order Bill should receive Royal Assent towards the end of October. Two provisions - the new offence of disorderly conduct and exclusion orders - should add significantly to the package of measures in force. The PM could reasonably look for further vigorous action from the clubs. In particular, the spread of membership card schemes - in accordance with the FL guidelines - would be another vigorous demonstration of clubs' willingness to insist upon proper conditions for their genuine supporters. Membership cards could also be important for the effective implementation of exclusion orders. The League President and Secretary could be asked for their assessment of the prospects for more membership card schemes. Only 5 clubs (Luton, Reading, Leicester, Crystal Palace and Brentford) have so far introduced schemes following the guidelines issued last October; proposals are being developed at other clubs, but very few additional schemes look likely to be in operation at the start of the new season.

Prime Minister.

Sweden is
covered.



10 DOWNING STREET

Sweden

Yes. We have
been ratified the relevant
Council of Europe convention.
Arrangements are in place;
and prisoners (although
no football hooligans) have
been transferred to serve
their sentences in their
own countries.

Tf.

Puttin' some
{ Walsley } { Sadler } { Murray }
{ Walsley } { Sadler } { Murray }
{ Walsley } { Sadler } { Murray }

For the longer term, further measures seem needed to help maintain the improvements in atmosphere and behaviour. The FA and the FL have agreed with the Minister for Sport that considerable potential lies in greater community involvement in League clubs. For example, clubs' grounds and facilities can be made available for community use. Such initiatives can readily be linked with membership card schemes. They are also helpful for both the Government and the Sports Council in providing some of the new facilities needed for sport and recreation, particularly in the inner cities. The PM could ask the FL and the Sports Council to report on progress and prospects.

Matches abroad

England, Scotland and Northern Ireland played in the Mexico World Cup, the first competitive matches abroad for ^{An English team} ~~British teams~~ since Heysel. Mr Tracey's report is attached. There was thorough preparation by the Government (DOE, FCO, HO, DTp) with the Football Associations and British supporters' behaviour was generally excellent.

More such thorough preparation is needed for the matches of British teams in the European championships next season. The England team for example has to play in Sweden (a friendly), Turkey and Northern Ireland. These and the other British teams' matches will be our first opportunity to implement the European Convention. Detailed intelligence gathering, liaison and planning will be needed to ensure troublefree matches which will enhance this country's sporting reputation abroad. The PM could suggest that detailed discussions continue to be directed by the Minister for Sport's Working Group, for which an early meeting is planned.

Summary

The PM could sum up by saying that the partnership between the Government and the football authorities has been close and effective. It will be important to maintain this in the future planning and preparation. Vigorous action continues to be needed,



if the problem of hooliganism is finally to be removed. The Government will continue to play its full part; the Public Order Bill contains further important measures; HMG must look to the clubs to give a clear lead locally, with community and membership initiatives.



MEXICO WORLD CUP

REPORT BY RICHARD TRACEY MP, MINISTER FOR SPORT

I attended the World Cup Finals from 8-15 June to see at first hand the effects of the careful planning and preparation by Government (DOE, FCO, HO and DTp) with the Football Associations, over the previous 8/9 months, to secure good behaviour by UK supporters.

Preparation started in June 1985 when Tim Eggar alerted the Mexican authorities to our concerns and discussed with them steps to be taken to prevent British hooligans travelling to Mexico. Ultimately, the Mexican authorities rejected our proposal for a visa regime to screen supporters. They expressed full confidence in their security arrangements. However, the Mexicans agreed to cooperate with our alternative scheme - devised with the FAs - to issue "letters of introduction" to supporters without an adverse record; these letters were to be "taken into account" at points of entry into Mexico. Regrettably, we were later and less effective than we might have been with our publicity for this scheme, so that only about 15% of supporters in Mexico had applied for one of these letters.

The English FA, with Government help, also produced an advisory pamphlet for supporters with information and advice on behaviour, Mexican laws and customs. In addition, our police cooperated fully with their Mexican counterparts and, through Interpol, passed details about known troublemakers. The British Transport Police played a vital role in collecting and distributing information about supporters and their travel arrangements.

In practice, the British fans behaved very well. There were 4/5,000 English supporters and 3/4,000 Scottish/Irish. 31 arrests were made, mostly for minor offences against local bye-laws. All but two were released rapidly from custody. Of these two, one has been charged with theft and one with using forged banknotes.



By the end of their stay in Monterrey, the English supporters had gained popularity with local people and press. I was given a particularly warm welcome by local dignitaries.

During my stay I attended matches involving all 3 British teams. The Mexican security was thorough and effective. I would pay tribute to the careful and skilled Consular work by our Embassy; a special effort was made (3 additional staff were provided), and I feel clear this was rewarded both in the very good local relations established (probably, of long-term benefit), and in the contribution this made to the good impression formed of British football supporters.

In summary, the Mexico World Cup was a success for the careful planning and preparation by Government and the football authorities to prevent hooliganism. I would identify 4 key factors:-

- the thorough preparation in the months leading up to the tournament alerted everyone to the need for vigilance and effective security;
- secure and visible policing kept order in the grounds and on the streets;
- effective Embassy activity helped foster good relations between UK fans and local people;
- UK supporters seemed to want genuinely to behave themselves. (The Police feel that it may also have been helpful that some particular agitators had been arrested in the UK prior to the World Cup and were thus unable to travel).

PRIME MINISTER'S MEETING ON FOOTBALL, 16 JULY 1986

LIST OF ATTENDEES FROM THE FOOTBALL AUTHORITIES, TRUSTS AND THE SPORTS COUNCIL

Mr Bert Millichip	-	Chairman, Football Association (FA)
Mr Ted Croker	-	General Secretary, FA
Mr Phil Carter	-	New President of the Football League (FL)
Mr Graham Kelly	-	Secretary, FL
<i>Richard Foulkes</i> Lord Aberdare	-	<i>Secretary</i> Chairman, Football Trust (FT)
Mr Tom Wharton	-	Chairman, Football Grounds Improvement Trust (FGIT)
Mr John Smith	-	Chairman, Sports Council
Mr Brian Talbot	-	Chairman, Professional Footballers' Association (PFA)



OA

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

9 July 1986

ack/

You will wish to note the attached letter which David Evans sent the Prime Minister about his membership scheme at Luton. No doubt the briefing you are preparing will cover this point in any case. I have simply acknowledged the letter and said the Prime Minister will certainly note the points Mr. Evans makes for her meeting with the football authorities.

(Mark Addison)

Miss Isobel Ogilvie,
Department of the Environment.

8/7

cf place to forward
file
return to SS.



10 DOWNING STREET

Mr Addison

It is with a reminder
the PM of this for the
meeting on 16 July with
the Tottenham Association
and League

(I will acknowledge personally)

Yours
9/7

JOHN LAST

100 Old Hall Street,
Liverpool
L70 1AB.
051-235 2222 (Switchboard)
051-235 3141 (Direct)

R 9/7

The Knoll,
Meols Drive,
Hoylake, Wirral
L47 4AF.
051-632 4027

PRIVATE & CONFIDENTIAL

Stephen Sherbourne,
Political Office,
10 Downing Street,
London,
SW1.

Dear Stephen

PHILIP CARTER

I understand that the Prime Minister will be seeing Philip Carter on Wednesday 16th July in his new capacity as President of the Football League.

I doubt whether the Civil Servants would necessarily brief the Prime Minister that in fact she has met Philip on a number of occasions in the past when he was Group Managing Director of Littlewoods, and that he is also now Chairman of the Liverpool Conservative Association.

Convince me during "i"s &
crossing "t"s..

all best wishes

as ever

John



C.F.P.S.

**LUTON TOWN FOOTBALL
& ATHLETIC CO LTD**

70-72 Kenilworth Road Luton LU1 1DH
Tel: 0582-411622 Grams: Football Luton

Reg. Office: 70-72 Kenilworth Road Luton Reg. No. 53130

F.A. CUP FINALISTS
CHAMPIONS—DIVISION 3(S)
RUNNERS-UP—DIVISION 2
CHAMPIONS—DIVISION 4
RUNNERS-UP—DIVISION 3
RUNNERS-UP—DIVISION 2
CHAMPIONS—DIVISION 2

1958/59
1936/37
1954/55
1967/68
1969/70
1973/74
1981/82

Please reply to Brengreen (Holdings) plc.,
Brengreen House, 61 Cheapside, London. EC2V 6AX

DJE/KLC

8th July, 1986

The Rt. Hon. Mrs. Margaret Thatcher, M.P.,
The Prime Minister,
10 Downing Street,
London.
SW1

Dear Prime Minister,

at trap
You were kind enough to write to me regarding our Members Scheme.

The Scheme relies on the total exclusion of visiting supporters to avoid confrontations resulting in violence.

I understand you are seeing the President of the Football League on Wednesday 9th July, 1986.

Unfortunately the Football League are insisting we allocate tickets to visiting supporters in the Cup competition.

Clearly this decision defeats the purpose of this bold effort of ours to support your policy. We will therefore be penalised by having to withdraw from this prestigious and lucrative competition.

I hope that this information is useful in your discussions with the President and would ask you to urge him to reconsider his out-dated and negative view.

Yours sincerely,

David Evans
David Evans,
Chairman.

LUTON TOWN FOOTBALL
& ATHLETIC CO. LTD.



CHOXLEY
88191

ef vc
MR INGHAM

Prime Minister's Meeting with Football Authorities: 16 July

I have had a further word with the Minister for Sport's office.

They tell me that all but one club in the First and Second Divisions have installed CCTV. The exception is Sheffield United. By the start of next season five clubs in Division 3 will also have CCTV. Wembley is also fitted out. Finally, 8 out of 10 Scottish Premier League Clubs will also have the equipment in by the beginning of the season.

The Football Trust do not at present have any plans to go further than this. But they meet tomorrow, and they may decide to adopt a new line at that meeting.

In any case, this is an impressive story of successful cooperation between Football Trusts, Clubs, the Police and others, and as the result of the Prime Minister's initiative.

I think we have got enough for a story there.

You might like to know that the Sports Council and the PFA will also be attending the meeting next week. DOE are providing full briefing in due course.

MEA

(MARK ADDISON)

8 July 1986

VC85

8721



CEB1

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

My ref:

Your ref:

F7
no plan for July.
Meeting, very busy.

Mark Addison Esq
Private Office
10 Downing Street
LONDON
SW1

4 July 1986

8/10 of Scotland
League by seat
division.

Dear Mark,

PRIME MINISTER'S MEETING WITH FOOTBALL AUTHORITIES

(start of heat, season)
in all but 4 clubs
Sheffield United
Fulham, 1st 2.
and 5 Div 3 by start, widely
membership.

I am writing to confirm the substance of your telephone conversation with officials here yesterday about what seem likely to be the main points for the Prime Minister to make, and cover, at the meeting on 16 July:-

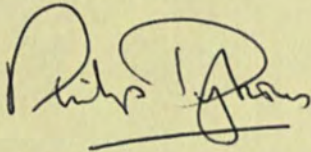
- (a) thanks and well done to football authorities, Trusts and players, for their effective contributions to the improved behaviour by supporters last season and at the World Cup (the PM will have the relevant statistics). Our partnership has been effective and fruitful;
- (b) but we can't be complacent; we need to continue our efforts;
- (c) the spread of membership card schemes (in accordance with the Football League guidelines) could demonstrate the game's continuing commitment to proper behaviour and to its genuine supporters;
- (d) similarly, more community involvement in League clubs and in the use of their facilities would also encourage the positive local following clubs need (NB the Football Trust and the Sports Council will help fund community use schemes);
- (e) following the World Cup, we must plan and prepare, under the European Convention, for the England matches in Europe next season.

Let me add two comments. On membership cards, a low-key approach, if possible, is suggested. Progress by the clubs will continue to be slow, but the PM will wish to continue to push gently at the opening door. She will no doubt wish to retain the mood of positive and constructive co-operation at and after this meeting.

Secondly, on (e) the meeting should probably agree that more detailed discussions, led by Mr Tracey, would be appropriate. We have not wrapped up his Working Party on hooliganism, so that would be easy to arrange.

Full briefing for the meeting will, of course, follow in due course.

Yours ever,

A handwritten signature in dark ink, appearing to read 'Philip Dykins', with a horizontal line underneath.

PHILIP DYKINS
Private Secretary



Prime Minister ②
MAY 17/6
DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

Mark Addison Esq
Private Office
10 Downing Street
London SW1

17 June 1986

Dear Mark,

Mr Tracey spoke to the Prime Minister last night about his recent visit to Mexico to attend the World Cup. He reported on the good behaviour to date of the several thousand England fans in Mexico and the general success (so far) of the measures and arrangements which the Government has co-ordinated to minimise the likelihood of trouble.

Further to his conversation with the Prime Minister, Mr Tracey has asked me to forward to you the enclosed copy of an article from the main Monterrey daily newspaper praising the behaviour of the English fans. This contrasts with its much-publicised headline before the competition - "The animals are coming!".

I am copying this to Robin Young here, and to Barry Taylor in Mr Eggar's office.

Yours ever,

PHILIP DYKINS
Private Secretary

English fans: ¡You're wonderful!

By LEOPOLDO LEAL
EL DIARIO/Staff Writer

If at any time were the English fans necessary, it was yesterday. And there you were. You played like another man on the field, the English team, and the whole country, should be proud of you.

If the people in Monterrey once said that you were this or that, yesterday you showed us how good boys you can be. It was a beautiful detail you had when all of you cheered our city: "Monterrey... Monterrey...". Too bad you'll have to go to Mexico City, since yesterday you have won our hearts.

And what a game! Finally we saw a good football match in this city. We wish, on behalf of all the people in Monterrey, that you get all the way in this World Cup.

Fanáticos ingleses: ¡Son maravillosos!

Si alguna vez fueron ustedes necesarios, ese día era ayer, y ahí estuvieron. Jugaron como el auténtico número 12 en la cancha, su equipo, y su país, deben estar orgullosos de ustedes.

Si la gente de Monterrey alguna vez dijeron esto o lo otro de ustedes, ayer nos mostraron los buenos chicos que son. fue un detalle hermoso el que corearán el "Monterrey... Monterrey". Lástima que se tengan que ir a la ciudad de México, puesto que desde ayer, nos conquistaron.

Y, ¡Qué jugazo! Por fin vimos un partido decente en esta ciudad. Les deseamos, a nombre de la afición de Monterrey, que lleguen muy lejos en esta Copa del Mundo.



Thousands of British supporters joining the win.





10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

16 June 1986

FOOTBALL SPECTATOR VIOLENCE

The Prime Minister has seen your Secretary of State's minute of 9 June, covering a progress report on football spectator violence by Dick Tracey.

The Prime Minister has noted that the news continues to be encouraging, and is grateful to Mr. Tracey for providing a useful report.

I am copying this letter to Tony Galsworthy (Foreign and Commonwealth Office), Stephen Boys Smith (Home Office), Colin Williams (Welsh Office), Jim Daniell (Northern Ireland Office), Robert Gordon (Scottish Office) and Richard Allan (Department of Transport).

(Mark Addison)

Robin Young, Esq.,
Department of the Environment.

M

Very good minute
PRIME MINISTER



cc/B
Prime Minute. ②
An encouraging story, as you
know. MEA 13/6

FOOTBALL SPECTATOR VIOLENCE

Kenneth Baker last reported progress to you in February. Now that the 1985/86 domestic football season has ended I thought it appropriate to let you have this further report, prepared by Dick Tracey.

The partnership approach with the football authorities has worked well. As you already know, arrests at matches dropped significantly compared to 1984/85 - by 44% in League Divisions 1 and 2. Complete figures for all the Divisions and including ejections from grounds are being prepared by the police. There have been no major incidents at matches; but we shall need to maintain the pressure on, and the partnership with, football to ensure that we build further upon this success next season.

Not new!
On the international front we have three British teams currently competing in the World Cup. Dick's report covers the measures we and the three Football Associations have taken to try to prevent British hooligans attending and causing trouble. We are monitoring what happens carefully, to learn lessons for the preparations and precautions needed for the England national team's matches in the European Championships next season (English club sides have not been readmitted to European competitions next year).

We shall provide further briefing for your meeting with the football authorities on 16 July, covering the international scene in particular.

/ I am copying this minute and the report to Douglas Hurd, Geoffrey Howe, John Moore, Malcolm Rifkind, Nicholas Edwards and Tom King.

N R

9 June 1986



PROGRESS REPORT ON FOOTBALL SPECTATOR VIOLENCE

EFFECT OF DOMESTIC MEASURES

There were no major incidents at matches last season (1985/86). At League Division 1 and 2 clubs, arrests were down by 44% on the previous season. We await figures from the police for Divisions 3 and 4, but the indications are that similar reductions have occurred there. Our assessment is that this successful progress had 3 key ingredients:-

- the growing effectiveness and harmony of the partnership between Government and the football authorities;
- the selection of the right package of measures and its positive implementation;
- the change in atmosphere.

The Partnership

The events and meetings of last Spring and Summer served to strengthen the partnership approach already developed with the football authorities. There has been a collective determination and commitment to achieve progress and change. As well as the Football Association (FA) and the Football League (FL), the two Football Trusts have played a vital part, in particular in funding safety work and closed circuit television (CCTV).

The Package

Thanks to the consultation process completed by March 1985, we and the football authorities had a clear view of the "state of the art" last year, providing a firm basis for decisions on particular measures. Of the package adopted, the police believe the alcohol controls have worked well; CCTV is sup-

ported by everyone, although its installation in many grounds came after some improvement had already been noted; policing and stewarding have been more effective this season. In the absence of a single identifiable solution to hooliganism, a package was necessary and has worked; it appears that no one item is either paramount or superfluous.

The Atmosphere

Any crisis can develop its own solutions, through the commitment to resolve it. To a degree this has been the case in football over the past year. The football authorities and clubs had to face and make change. The PM's personal intervention gave positive direction to the various Government resources and perhaps shaped a fresh will amongst all those concerned. Above all, supporters of football appear to have behaved better this season - or stayed away (overall attendances appear to be down by about 10%).

INTERNATIONAL MATCHES

The World Cup

Perhaps 8,000 British supporters have travelled to Mexico. We worked closely with the 3 Football Associations, the FCO and Home Office in developing various ploys to stop hooligans travelling and causing trouble. In particular, Timothy Eggart and his Department put considerable effort in to trying to agree a temporary visa regime with the Mexican authorities, but they refused. As an alternative we agreed a system with the FAs for "letters of introduction" to be issued to supporters. Those intending to travel to Mexico were urged to apply to their respective Football Association for such a letter, giving personal details and passport numbers; a letter was issued if the FA had no adverse information; the Mexican authorities agreed to check for these letters when making their individual decisions about entry to the country. About 1,000 such letters have been issued. The FAs have passed all details to the police who have been able

to identify 58 individuals travelling as potential trouble-makers. There has been police liaison, through Interpol, encompassing these individuals in particular.

I am visiting the World Cup (8-15 June) to judge at first hand the effectiveness of the various precautions and arrangements. We must continue to learn lessons to inform preparations for future matches abroad (see below).

European Matches

The Home Countries will compete next season in the European Nations' Championships, providing our first experience of matches for which the European Convention is applicable. There are 3 matches for England next season in these championships - against Turkey, Yugoslavia and Northern Ireland - and also a friendly in Sweden. Discussions will be held later this summer with the FA on appropriate preparations, in the light of the Mexico experience and under the terms of the Convention.

THE FUTURE

We shall continue to monitor the effectiveness of the existing package of measures, for domestic as well as international matches. The provisions of the Public Order Bill will strengthen the hand of the police in dealing with offenders and will also give the courts the power to exclude them from domestic matches. We have managed so far without the widespread adoption of membership cards; but we shall continue to encourage the football authorities and the clubs to introduce effective schemes, in accordance with the FL's guidelines. Membership cards have the potential to make a contribution to tighter control and also to the more effective marketing which remains needed in football.

We shall also continue to press the case for increased community involvement in clubs, as part of the game's marketing strategy,

as a means of opening up facilities for public use, and as
a longer term measure to improve behaviour.

RICHARD TRACEY

June 1986



CF

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: PFS/JKY/1157

Your Ref:

3rd June, 1986.

Mr. Mark Addison,
Private Secretary to
The Prime Minister,
10, Downing Street,
London, S.W.1.

MSA

Dear Mr. Addison,

I am writing to acknowledge receipt of your letter dated 30th May, enclosing a copy of the letter The Prime Minister has sent to Mr. Evans, as both Mr. Millichip and Mr. Croker are in Mexico at the present time.

Your letter and enclosure will be brought to their attention when they return to England.

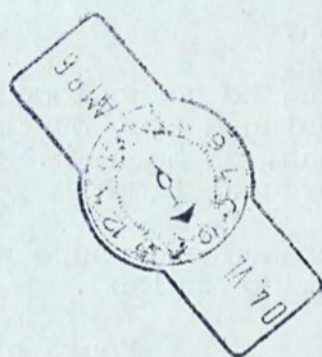
Yours sincerely,

Patricia F. Smith
Personal Assistant to Mr. E.A. Croker

Home Affairs

Football Hooliganism

PTS



COPIED
FROM GR'S

✓

30 May 1986

The Prime Minister thought you might like to see a copy of her letter to Mr. Evans, Chairman of Luton Town Football Club, for information. This is attached.

(MARK ADDISON)

F.A. Millichøp, Esq.

✓

EARLIER
PPS ON
EVANS WITH
CR'S



JA
C DOE
N. Kullichif

10 DOWNING STREET

THE PRIME MINISTER

30 May 1986

Dear Mr. Evans,

Thank you for your letter of 28 April to my Private Secretary enclosing a copy of your letter of 22 April to me; the original seems to have gone astray in the post.

I am most grateful to you for letting me know about Luton's membership card scheme. I am sorry that neither Dick Tracey nor I were able to attend the launch.

I welcome your initiative and also your clear determination to introduce an effective system to combat hooliganism at Luton. You have involved the local police in planning and developing the scheme, and I am sure that is the right way to proceed to ensure the long-term success of the scheme. We have encouraged this kind of partnership approach, and it has already brought promising results around the country.

I wish you every success; I believe that membership schemes have an increasingly important role to play in combatting hooliganism and also in developing clubs' positive links with the local community. In particular, of course, membership cards could assist the enforcement of the exclusion orders provided for in our Public Order Bill. I am pleased that the Football League, with the Football Association's support, are urging the wider adoption of

membership schemes and have issued appropriate guidelines to the clubs. We have welcomed those guidelines as an important first step. But it still seems to me very necessary for Chairmen to give a positive lead, as you have done, in looking at their clubs' specific problems and developing solutions - in close liaison with the local police and other authorities.

Yours sincerely
Margaret Thatcher

D. Evans, Esq.

JL K

PRIME MINISTER

You asked whether you might also write to Mr. Millichip about Luton's membership card scheme. I have had a word with DOE about this.

The FA Rules specifically provide that FA Cup matches should not exclude away supporters. Mr. Evans' membership card system therefore clearly is incompatible with those Rules. It is also, as you know, incompatible with the Football League guidelines issued to clubs on membership card schemes.

I am sure you should not write to Mr. Millichip in a way that suggests you are taking sides in a case which has yet to be resolved through proper FA channels. But equally, there seems no reason why you should not send the text of the letter for information, as a courtesy, to Mr. Millichip. I suggest I write to Mr. Millichip saying that you have asked me to send him the text for information, though I would check first that Mr. Evans had no objection.

Content that we proceed in that way?

You also need to sign off the letter to Mr. Evans and add a manuscript note about his selection.

MEA

29 May 1986



Prime Minister ②

cc Press Office
TF

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

Very encouraging confirmation
that violence was down this season

27 May 1986

MMA 28/5

Dear Mark

mf

FOOTBALL HOOLIGANISM - ARRESTS AT FOOTBALL GROUNDS

You will recall that we provided briefing following the publication in the Sunday Times on 18 May of an article about the reduction in violence at football grounds in England and Wales.

We have now obtained figures for arrests at Football League matches at all Division 1 and 2 grounds for the 1984-85 and 1985-86 seasons. The attached table shows a reduction in arrests at Division 1 grounds of 46.5%, and at Division 2 grounds of 39.5%. The overall reduction for the two divisions was 44%. The figures are for league matches only, as this is the only basis for valid comparisons from one season to the next. The figures are slightly different from those given in the Sunday Times (which were restricted to Division 1 only).

Statistics of arrests do not of course tell the whole story, and final police figures will include attendances at matches and ejections from grounds. The Home Secretary considers however that, while further progress still needs to be made, the figures are encouraging.

We intend to announce this in an arranged Parliamentary Question next week. The police are content for the total figures to be announced, but would prefer the figures for individual clubs not to be given publicly at this stage. Football clubs, and the police, are not keen on a "league table of misconduct" approach, and the arrest figures are but one aspect of the total picture.

I am copying this to Robin Young and Phil Dykins at DOE, Richard Allan at Transport and Andy Rinning at the Scottish Office.

Yours ever
W R Fittall

W R FITTALL

Mark Addison, Esq

ANNEX A

FIGURES OF ARRESTS AT FOOTBALL LEAGUE MATCHES IN 1984-85 and 1985-86
(DIVISIONS 1 AND 2 ONLY)

<u>Division 1</u>	<u>84/85</u>	<u>85/86</u>	
Arsenal	163	69	
Aston Villa	376	129	
Birmingham City	264	58	
Chelsea	299	242	
Coventry City	294	82	
Everton	80	30	
Ipswich	80	26	
Leicester City	241	220	
Liverpool	151	39	
Luton Town	120	55	
Manchester City	33	19	
Manchester United	124	41	
Newcastle United	236	119	
Nottingham Forest	78	68	
Oxford	96	90	
QPR	181	104	
Sheffield Wednesday	79	69	
Southampton	101	209	
Tottenham Hotspur	187	139	
Watford	32	24	
West Bromwich Albion	221	84	
West Ham United	136	89	
	3,752	2,005	- 46.6%

Division 284/8585/86

Barnsley	93	38	
Blackburn Rovers	66	48	
Bradford City	87	76	
Brighton	56	22	
Carlisle	23	13	
Charlton Athletic	62	20	
Crystal Palace	98	40	
Fulham	81	61	
Grimsby Town	80	71	
Huddersfield	151	50	
Hull City	30	40	
Leeds United	113	133	
Middlesbrough	58	61	
Millwall	51	77	
Norwich City	62	34	
Oldham Athletic	25	27	
Portsmouth	74	29	
Sheffield United	95	42	
Shrewsbury	50	48	
Stoke City	140	35	
Sunderland	147	113	
Wimbledon	123	8	
	<u>1,765</u>	<u>1,086</u>	- 39.5%
Total (Divs 1 & 2)	5,517	3,091	- 44%

Notes

1. These figures apply to arrests at Football League matches only (ie not Cup, Friendly or other games).
2. They are in respect of arrests inside and outside the grounds. They may not include arrests away from the ground where it was not clear that alleged offences were "football related".

Division 284/8585/86

Barnsley	93	38	
Blackburn Rovers	66	48	
Bradford City	87	76	
Brighton	56	22	
Carlisle	23	13	
Charlton Athletic	62	20	
Crystal Palace	98	40	
Fulham	81	61	
Grimsby Town	80	71	
Huddersfield	151	50	
Hull City	30	40	
Leeds United	113	133	
Middlesbrough	58	61	
Millwall	51	77	
Norwich City	62	34	
Oldham Athletic	25	27	
Portsmouth	74	29	
Sheffield United	95	42	
Shrewsbury	50	48	
Stoke City	140	35	
Sunderland	147	113	
Wimbledon	123	8	
	<u>1,765</u>	<u>1,086</u>	- 39.5%
Total (Divs 1 & 2)	5,517	3,091	- 44%

Notes

1. These figures apply to arrests at Football League matches only (ie not Cup, Friendly or other games).
2. They are in respect of arrests inside and outside the grounds. They may not include arrests away from the ground where it was not clear that alleged offences were "football related".

Home Affairs



FOOTBALL Hooliganism

PT 5

20	0	0	0
22	0	0	0
23	0	0	0
24	0	0	0
25	0	0	0
26	0	0	0
27	0	0	0
28	0	0	0
29	0	0	0
30	0	0	0
31	0	0	0
32	0	0	0
33	0	0	0
34	0	0	0
35	0	0	0
36	0	0	0
37	0	0	0
38	0	0	0
39	0	0	0
40	0	0	0
41	0	0	0
42	0	0	0
43	0	0	0
44	0	0	0
45	0	0	0
46	0	0	0
47	0	0	0
48	0	0	0
49	0	0	0
50	0	0	0
51	0	0	0
52	0	0	0
53	0	0	0
54	0	0	0
55	0	0	0
56	0	0	0
57	0	0	0
58	0	0	0
59	0	0	0
60	0	0	0
61	0	0	0
62	0	0	0
63	0	0	0
64	0	0	0
65	0	0	0
66	0	0	0
67	0	0	0
68	0	0	0
69	0	0	0
70	0	0	0
71	0	0	0
72	0	0	0
73	0	0	0
74	0	0	0
75	0	0	0
76	0	0	0
77	0	0	0
78	0	0	0
79	0	0	0
80	0	0	0
81	0	0	0
82	0	0	0
83	0	0	0
84	0	0	0
85	0	0	0
86	0	0	0
87	0	0	0
88	0	0	0
89	0	0	0
90	0	0	0
91	0	0	0
92	0	0	0
93	0	0	0
94	0	0	0
95	0	0	0
96	0	0	0
97	0	0	0
98	0	0	0
99	0	0	0
100	0	0	0
101	0	0	0
102	0	0	0
103	0	0	0
104	0	0	0
105	0	0	0
106	0	0	0
107	0	0	0
108	0	0	0
109	0	0	0
110	0	0	0
111	0	0	0
112	0	0	0
113	0	0	0
114	0	0	0
115	0	0	0
116	0	0	0
117	0	0	0
118	0	0	0
119	0	0	0
120	0	0	0
121	0	0	0
122	0	0	0
123	0	0	0
124	0	0	0
125	0	0	0
126	0	0	0
127	0	0	0
128	0	0	0
129	0	0	0
130	0	0	0
131	0	0	0
132	0	0	0
133	0	0	0
134	0	0	0
135	0	0	0
136	0	0	0
137	0	0	0
138	0	0	0
139	0	0	0
140	0	0	0
141	0	0	0
142	0	0	0
143	0	0	0
144	0	0	0
145	0	0	0
146	0	0	0
147	0	0	0
148	0	0	0
149	0	0	0
150	0	0	0
151	0	0	0
152	0	0	0
153	0	0	0
154	0	0	0
155	0	0	0
156	0	0	0
157	0	0	0
158	0	0	0
159	0	0	0
160	0	0	0
161	0	0	0
162	0	0	0
163	0	0	0
164	0	0	0
165	0	0	0
166	0	0	0
167	0	0	0
168	0	0	0
169	0	0	0
170	0	0	0
171	0	0	0
172	0	0	0
173	0	0	0
174	0	0	0
175	0	0	0
176	0	0	0
177	0	0	0
178	0	0	0
179	0	0	0
180	0	0	0
181	0	0	0
182	0	0	0
183	0	0	0
184	0	0	0
185	0	0	0
186	0	0	0
187	0	0	0
188	0	0	0
189	0	0	0
190	0	0	0
191	0	0	0
192	0	0	0
193	0	0	0
194	0	0	0
195	0	0	0
196	0	0	0
197	0	0	0
198	0	0	0
199	0	0	0
200	0	0	0
201	0	0	0
202	0	0	0
203	0	0	0
204	0	0	0
205	0	0	0
206	0	0	0
207	0	0	0
208	0	0	0
209	0	0	0
210	0	0	0
211	0	0	0
212	0	0	0
213	0	0	0
214	0	0	0
215	0	0	0
216	0	0	0
217	0	0	0
218	0	0	0
219	0	0	0
220	0	0	0
221	0	0	0
222	0	0	0
223	0	0	0
224	0	0	0
225	0	0	0
226	0	0	0
227	0	0	0
228	0	0	0
229	0	0	0
230	0	0	0
231	0	0	0
232	0	0	0
233	0	0	0
234	0	0	0
235	0	0	0
236	0	0	0
237	0	0	0
238	0	0	0
239	0	0	0
240	0	0	0
241	0	0	0
242	0	0	0
243	0	0	0
244	0	0	0
245	0	0	0
246	0	0	0
247	0	0	0
248	0	0	0
249	0	0	0
250	0	0	0
251	0	0	0
252	0	0	0
253	0	0	0
254	0	0	0
255	0	0	0
256	0	0	0
257	0	0	0
258	0	0	0
259	0	0	0
260	0	0	0
261	0	0	0
262	0	0	0
263	0	0	0
264	0	0	0
265	0	0	0
266	0	0	0
267	0	0	0
268	0	0	0
269	0	0	0
270	0	0	0
271	0	0	0
272	0	0	0
273	0	0	0
274	0	0	0
275	0	0	0
276	0	0	0
277	0	0	0
278	0	0	0
279	0	0	0
280	0	0	0
281	0	0	0
282	0	0	0
283	0	0	0
284	0	0	0
285	0	0	0
286	0	0	0
287	0	0	0
288	0	0	0
289	0	0	0
290	0	0	0
291	0	0	0
292	0	0	0
293	0	0	0
294	0	0	0
295	0	0	0
296	0	0	0
297	0	0	0
298	0	0	0
299	0	0	0
300	0	0	0
301	0	0	0
302	0	0	0
303	0	0	0
304	0	0	0
305	0	0	0
306	0	0	0
307	0	0	0
308	0	0	0
309	0	0	0
310	0	0	0
311	0	0	0
312	0	0	0
313	0	0	0
314	0	0	0
315	0	0	0
316	0	0	0
317	0	0	0
318	0	0	0
319	0	0	0
320	0	0	0
321	0	0	0
322	0	0	0
323	0	0	0
324	0	0	0
325	0	0	0
326	0	0	0
327	0	0	0
328	0	0	0
329	0	0	0
330	0	0	0
331	0	0	0
332	0	0	0
333	0	0	0
334	0	0	0
335	0	0	0
336	0	0	0
337	0	0	0
338	0	0	0
339	0	0	0
340	0	0	0
341	0	0	0
342	0	0	0
343	0	0	0
344	0	0	0
345	0	0	0
346	0	0	0
347	0	0	0
348	0	0	0
349	0	0	0
350	0	0	0
351	0	0	0
352	0	0	0
353	0	0	0
354	0	0	0
355	0	0	0
356	0	0	0
357	0	0	0
358	0	0	0
359	0	0	0
360	0	0	0
361	0	0	0
362	0	0	0
363	0	0	0
364	0	0	0
365	0	0	0
366	0	0	0
367	0	0	0
368	0	0	0
369	0	0	0
370	0	0	0
371	0	0	0
372	0	0	0
373	0	0	0
374	0	0	0
375	0	0	0
376	0	0	0
377	0	0	0
378	0	0	0
379	0	0	0
380	0	0	0
381	0	0	0
382	0	0	0
383	0	0	0
384	0	0	0
385	0	0	0
386	0	0	0
387	0	0	0
388	0	0	0
389	0	0	0
390	0	0	0
391	0	0	0
392	0	0	0
393	0	0	0
394	0	0	0
395	0	0	0
396	0	0	0
397	0	0	0
398	0	0	0
399	0	0	0
400	0	0	0
401	0	0	0
402	0	0	0
403	0	0	0
404	0	0	

MJ2BYN



bc Press

10 DOWNING STREET

From the Private Secretary

22 May 1986

Dear Phil

MEETING WITH FOOTBALL AUTHORITIES

BF: This is to confirm, following our discussion on the telephone earlier today, that the meeting with the Football Authorities has now been fixed for 1100 on Wednesday 16 July. Ministers will be gathering for a pre-meeting briefing at 1030. I should be grateful if you, in consultation with the Home Office and other Departments as appropriate, would draw up briefing for the meeting. It would be helpful to have this by Friday 11 July. Our Press Offices will also need to be in touch.

I am copying this to Robin Young in your Secretary of State's Office, Robert Culshaw (Foreign and Commonwealth Office), Stephen Boys Smith (Home Office), Robert Gordon (Scottish Office), Colin Williams (Welsh Office), Jim Daniell (Northern Ireland Office) and Richard Allan (Department of Transport).

Y L
Mark Addison
Mark Addison

Phil Dykins, Esq.,
Department of the Environment.

SKW

Football file pl.
MUR
20/5

FOOTBALL HOOLIGANISM - FIGURES OF ARRESTS

Line to take

Although we shall need to check the accuracy of the figures quoted in the Sunday Times article, they are a very encouraging early sign of the progress that has been excellent

combating football hooliganism. There has been excellent co-operation between the police, clubs, football authorities and supporters, and I note that the Chief Constable of Greater Manchester Police regards the Government's initiative in banning alcohol as a major factor.

There is no room for complacency, however. I intend to keep in touch with this matter and ensure that all concerned maintain their efforts to restore the position where people can enjoy watching football in peace and safety.

Background note

Yesterday the Sunday Times ran an article (copy attached) on the reduction in violence at football grounds in England and Wales last season. They published a table of statistics showing the arrests at each first division club for the 1984/85 and 1985/86 seasons. The total number of arrests had reduced by half, from 4,107 to 2,019.

Police action against football hooliganism is co-ordinated by the Association of Chief Police Officers' Subcommittee on football hooliganism at sporting events, chaired by the Chief Constable of Greater Manchester Police, Mr Anderton. His staff are in the process of collecting detailed end of season statistics from forces about all 92 Football League clubs. They have received information from only 8 of the 22 first division clubs, but this does throw doubt on the accuracy and consistency of the Sunday Times figures. It is not clear whether the Sunday Times statistics relate to league matches or all matches. For example the figures for Manchester clubs accurately record arrests for league matches, but others do not. (Arrests at Sheffield

Wednesday league matches were 79 in 85/85 and 69 in 85/86 - the Sunday Times quotes 283 and 141.) The statistics are nevertheless broadly accurate in percentage reduction terms for the 8 clubs the police have checked (40% as opposed to the claimed 42%).

We have asked the police to complete their collection of statistics in respect of first and second division clubs as a matter of urgency.

Apart from doubt about the figures quoted, there are other aspects to be taken into account in any overall assessment of football hooliganism eg ejections from grounds and the extent to which violence away from grounds has changed. The police are to hold 'de-briefing' and forward planning sessions later in the summer, and their views will be fed into the preparation and briefing for the Prime Minister's meeting with the football authorities in July. |||

There is little doubt that the final statistics will show significant improvement in the position last season. Although this is a product of co-operation between all the parties involved, Mr Anderton has gone on record as attributing the major factor in the success to the Government's initiative in banning alcohol at, and on the way to and from, football matches.

blow for the family concerned, but we will go on fighting. Justice for vaccine-damaged children and their families must be done."

The failed case, that of a severely brain-damaged teenager, Johnnie Kinnear, began in March and was expected to last at least a year. But on Friday, Mr Justice Stuart-Smith dismissed the action against the Kinnears' doctor, Joshua Stein, and the North West Thames Area Health Authority, saying there was no point in continuing.

Now that the Kinnear case has collapsed - at an estimated total cost of £2m - another is needed to take its

place. Since last October, these actions have had their legal aid "frozen" pending the outcome of the Kinnear case.

Naomi Finn's solicitor, Anthony Ansell, is optimistic that another case can succeed where Kinnear has not: "Ours is a much stronger case on the facts. We always took the view that Kinnear was not strong enough to be the lead case."

Julian Priest, QC for Kinnear, is understood to have told the judge last year there was a chance that factual evidence could cause considerable problems for the case. But the judge still decided to take Kinnear as

the lead case. Lawyers say that evidence given by Kinnear's mother, Susan, was contradictory and so inadequate that the case, which took six years to come to court, had little hope of success. Legal aid authorities were informed of the mother's inadequacies under cross-examination. Notice was then given that legal aid would be withdrawn and the boy's father, Michael, applied to drop the case.

At that stage, only one expert witness, Professor Gordon Stewart, had finished giving evidence. Thirty more medical experts, representing both sides of the vaccine-damage debate, were expect-

ing to be called. The vaccine can cause brain damage out of the courts altogether by setting up an independent medical panel.

Unless this is done, many parents, who were anxiously awaiting the outcome of the Kinnear hearing, will face an even greater delay in getting their cases to court. There are 258 actions alleging vaccine-damage that have been granted legal aid. More than 800 children, including Kinnear, have also been awarded statutory lump-sum payments of £10,000 (recently increased to £20,000 for future cases) under the 1979 Vaccine Damage Payment Act.

Hooliganism halved by police crackdown

by Anne Spackman

VIOLENCE at football grounds in England and Wales was halved in the 1985-86 season as clubs, police and genuine fans combined to drive out hooligans. Arrests at first division clubs dropped by 51% following last year's disastrous summer, which saw fans die in riots at the Heysel stadium in Brussels, at Birmingham City and in a fire at Bradford City's stadium.

The ban on alcohol at grounds, the introduction of closed-circuit television at all first and second division clubs and good policing are seen as the main factors in reducing trouble. Police throughout Britain praised clubs and fans for displaying new determination to defeat hooliganism.

James Anderton, the chief constable of Greater Manchester, who has eight league clubs in his region, said: "The splendid and successful government initiative banning alcohol has been the major factor."

Anderton said closed-circuit television, improved police intelligence and the use of the "hoolivan" at critical matches had had a cumulative effect.

Leicester City surprisingly reported the highest number of arrests at home games, although their figure of 278 was swollen by a race riot on the night they played Derby County. Both the police and the club agree that football fans were probably not to blame for the violence.

Chelsea, whose fans have a reputation for violence, showed the second highest figure, although with 205 arrests it was a 63% improve-

HOW SOCCER BECAME SAFER		
DIVISION ONE CLUBS		ARRESTS
	'84-'85	'85-'86
Arsenal	174	69
Aston Villa	318	129
Birmingham City	206	58
Chelsea	554	205
Coventry City	294	82
Everton	105	30
Ipawich Town	125	25
Leicester City	247	278
Liverpool	108	39
Luton Town	190	95
Manchester City	33	19
Manchester United	124	41
Newcastle United	249	119
Nottingham Forest	100	71
Oxford United	134	128
Queens Park Rangers	209	104
Sheff Wednesday	203	191
Southampton	-	31
Tottenham Hotspur	216	133
Watford	44	33
West Bromwich Albion	148	84
West Ham	246	105
TOTALS	4,107	2,019

The football league table that no one wants to lead

ment on the previous season.

One anti-hooligan measure recommended in last year's report on football disasters by Mr Justice Popplewell, which met strong opposition from clubs, was the introduction of membership cards.

Already the third division club, Wigan Town and the first division Luton Town have said they will ban all away fans next season in an attempt to make their grounds even safer for supporters.

But in the general euphoria notes of warning were sounded by police in London and the Midlands. They said groups of determined hooligans had moved their battles

away from the football grounds and into the town centres.

The sports minister, Richard Tracey, urged clubs and fans to keep up the pressure on the hooligans, to reverse the ban on English clubs playing in Europe, which continues next season.

He said: "The whole package of measures introduced last year has paid off. It has been a partnership achievement between the clubs, the league, the police and the fans themselves. But none of us must ever be complacent. It only takes one incident to tarnish our image and we could be out of European football altogether."

Gadaffi letter

Continued from page 1

things through; she's a thinking girl and extremely bright. She cares very deeply about such problems."

Three years ago, an American schoolgirl, Samantha Smith, wrote to the Kremlin and received a letter from Yuri Andropov, then Soviet leader. Samantha, 10, had asked why Russia "wanted to conquer the whole world, or at least our country?" At Andropov's invitation she visited the Soviet Union, amid worldwide publicity.

Asked whether she would visit Libya if Gadaffi invited her, Aisha said: "Yes, if my dad agreed." Her headmaster added: "I only hope she also gets a reply from Washington, to make matters even. It would be sad if she didn't."

At the White House, officials said that in view of Gadaffi's response they were searching for her letter. Meanwhile, at the Foreign Office in London, a spokesman said they would like to have a copy of the Gadaffi letter.

New names for the ST

The Sunday Times is continuing to expand its journalistic team with some new appointments. The latest are:

Amit Roy, former foreign correspondent for The Daily Telegraph and one of the star writers on The Daily Mail, will cover major news stories at home and abroad;

Peter Humann, chief investigative reporter on The London Standard, joins as a home news reporter;

Christian Tracey, who until recently wrote for The Times, also joins the news team; John Jay, City reporter on The Sunday Telegraph, will become City Editor of The Sunday Times.

CCBG



Y SV. JDFA GYMREIG
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel. 01-233 3000 (Switsfwrdd)
01-233 (Llinell Union)

Oddi wrth yr Is-Ysgrifennydd Seneddol
CT/4184/86

WELSH OFFICE
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel. 01-233 3000 (Switchboard)
01-233 (Direct Line)

From The Parliamentary Under-Secretary

20 March 1986

WPM
u.

Dea Willie,

PUBLIC ORDER BILL: CONTROLS ON ALCOHOL IN EXECUTIVE BOXES
AND RESTAURANTS AT FOOTBALL GROUNDS

In his letter of 7 March Douglas Hurd put forward proposals for relaxing the controls on alcohol in boxes and restaurants. In Wales we are in agreement that it is time to relax these controls and are content with the proposed arrangements.

/ I am copying this to the Prime Minister, members of H Committee, Richard Tracey, and to Sir Robert Armstrong and Sir George Engle.

Ymunoedd,
Mark

MARK ROBINSON

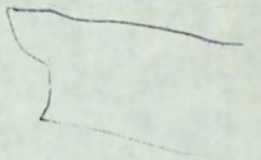
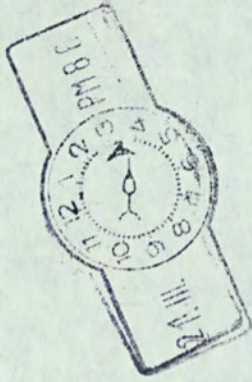
The Rt Hon The Viscount Whitelaw CH MC
Lord President of the Council
Privy Council Office
Whitehall
LONDON

HOME AFFAIRS

FOOTBALL

HOOLICANISM

PTS





ccBG
2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

MBA to see +
note

19 March 1986

Dear Mark

FOOTBALL SPECTATOR VIOLENCE AND GROUND SAFETY

My Secretary of State and Mr Tracey were grateful to have the Prime Minister's comments conveyed in your letter of 10 March. They agree that another meeting at No.10 would be appropriate for the reasons given. As you say, a final decision need not be taken yet; but we suggest on timing that the meeting should be after the World Cup Finals in Mexico, where teams from England, Scotland and Northern Ireland will be competing. The Prime Minister and Ministers could then take stock of the progress made in combatting hooliganism abroad, as well as in domestic football.

I am copying this letter to Stephen Boys Smith (Home Office) and to Phil Dykins here.

Yours sincerely
Brian Leonard.

B H LEONARD
Private Secretary

Mark Addison Esq

HOME AFFAIRS

FOOTBALL

Hooliganism

PT 5





VCBG
PRIVY COUNCIL OFFICE
WHITEHALL, LONDON SW1A 2AT

19 March 1986

Dear Douglas

NBPM

**PUBLIC ORDER BILL: CONTROLS ON ALCOHOL IN EXECUTIVE
BOXES AND RESTAURANTS AT FOOTBALL GROUNDS**

You wrote to me on 7 March outlining the results of your further consideration of this question and seeking H Committee agreement to proceed with a partial relaxation of the ban on the sale of alcohol in executive boxes and restaurants at football grounds.

You will have seen from her Private Secretary's minute of 17 March that the Prime Minister is content that you should proceed in the way you propose. She has, however, asked that everything possible is done to keep up the pressure on the football authorities to press ahead with the introduction of effective systems of membership cards. You will also have seen Malcolm Rifkind's letter of 14 March. He does not object to you proceeding as you propose in England and Wales but he does not wish to make any similar relaxation at Scottish football grounds. He thinks good reasons can be advanced for this difference in treatment. Subject to these points, you may take it you have H Committee agreement for your proposals.

I am sending a copy of this letter to the Prime Minister, the members of H Committee, the Parliamentary Under Secretary of State, Department of the Environment (Mr Tracey), First Parliamentary Counsel and Sir Robert Armstrong.

The Rt Hon Douglas Hurd MP

Home Affairs: Football Hooliganism: PLS





10 DOWNING STREET

From the Private Secretary

17 March 1986

Dear Stephen

**FOOTBALL BILL:
ALCOHOL IN EXECUTIVE BOXES**

The Prime Minister has seen the Home Secretary's letter of 7 March to the Lord President.

The Prime Minister is content that the Home Secretary should proceed in the way he proposes. She has however noted that everything possible must be done to keep up pressure on the football authorities to press ahead with the introduction of effective systems of membership cards.

I am copying this letter to the Private Secretaries to members of H Committee, Richard Tracey, Sir Robert Armstrong and to Sir George Engle.

Le
Mark Addison

(Mark Addison)

Stephen Boys Smith, Esq.,
Home Office.

✓

PRIME MINISTER

FOOTBALL: ALCOHOL IN EXECUTIVE BOXES

The attached letter from the Home Secretary seeks colleagues' agreement that an amendment should be made to the Public Order Bill, now in Committee, to secure the relaxation of the rules controlling alcohol in executive boxes at football grounds.

You were reluctant to agree a similar proposal from the Home Secretary earlier because the clubs had not come up with hard evidence that their finances were being affected. They have now done so, and the Secretary of State for the Environment (who shared reservations) is now content that the Home Secretary should proceed. Popplewell supported the relaxation.

The football authorities seem to be making reasonable progress as you know on safety and membership cards. And the rules about executive boxes were of course only inserted at the insistence of the Opposition front bench, who, it turns out, were completely out of touch with the rest of their own side.

Agree the Home Secretary's proposal?

Mark Addison

(Mark Addison)

14 March 1986

Yes - here must keep
pressure on
membership cards.
not



SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU

cc BG

The Rt Hon Viscount Whitelaw PC CH MC
Lord President of the Council
House of Lords
LONDON
SW1A 0PW

MBM

14 March 1986

Dear Lord President

PUBLIC ORDER BILL: CONTROLS ON ALCOHOL IN EXECUTIVE BOXES
AND RESTAURANTS AT FOOTBALL GROUNDS

Douglas Hurd's letter of 7 March sought agreement with proposals for relaxing the control of alcohol in executive boxes and restaurants at football grounds in England and Wales.

I do not object to these proposals, provided it is accepted that there is no question at present of any similar relaxation on the alcohol ban at Scottish football grounds. This, as you know, was introduced in Part V of the Criminal Justice (Scotland) Act 1981 and it has transformed the atmosphere in which football is played in Scotland. I do not think the English precedent would be regarded as exact. There is no tradition of executive boxes and restaurants at Scottish football grounds. One or two executive boxes have been established but the clubs concerned have been able to arrange matters in such a way that is compatible with the ban on alcohol. There has been no call from the Scottish football authorities for any relaxation; and none was suggested by Mr Justice Popplewell.

Given the likelihood that the Opposition will oppose relaxation for the favoured few in executive boxes, I would be surprised if there were any call in the House for relaxation of the Scottish measure. If pressure did emerge we could point to the different traditions north and south of the Border and the absence of pressure for any change from the football authorities. Under significant pressure we could undertake to review the position in the light of experience in England, but I would be very reluctant to give any suggestion that we were contemplating changing an arrangement which is working well.

I am sending copies of this letter to the Prime Minister, to members of H Committee, including Douglas Hurd, and to Richard Tracey, Sir Robert Armstrong and Sir George Engle.

Yours sincerely
And Kinning

pt MALCOLM RIFKIND

Approved by Secretary of
State and signed in his
absence



HOME AFFAIRS
FOOTBALL HOOLIGANISM
PT 5



10 DOWNING STREET

From the Private Secretary

10 March 1986

Dear Robin

FOOTBALL SPECTATOR VIOLENCE AND GROUND SAFETY

The Prime Minister has seen your Secretary of State's recent minute, which enclosed a report from Mr. Tracey.

The Prime Minister was pleased with the progress which has been made in the working groups and she has noted the figures which suggest that football violence is being successfully tackled.

The Prime Minister believes that it may be helpful to hold a further meeting with the football authorities, after the season is over. This would provide an opportunity to keep up the pressure on them to take forward their work on safety, membership cards and so on; to thank them for what has already been achieved; and to get across more widely the extent to which the Government's initiative has proved to be successful.

The decision to go ahead with such a meeting would not, of course, need to be taken finally for some time. But I should be grateful for your advice on the proposal in principle, at this stage.

I am sending a copy of this letter to the Stephen Boys Smith (Home Office).

Le
Mark Addison

Mark Addison

Robin Young, Esq.,



QUEEN ANNE'S GATE LONDON SW1H 9AT

7 March 1986

Dear Mickie,

PUBLIC ORDER BILL: CONTROLS ON ALCOHOL IN EXECUTIVE BOXES
AND RESTAURANTS AT FOOTBALL GROUNDS

When the Sporting Events (Control of Alcohol Etc) Act was passed last summer, Ministers agreed to monitor the effect of the Act on the revenue which football clubs derive from the leasing of boxes and restaurants, with a view to the possibility of an amendment in the Public Order Bill. This was in response to substantial Parliamentary pressure from Members on all sides. We had always been aware that this aspect of the legislation would prove contentious, but the Opposition Front Bench insisted, for egalitarian reasons, (and contrary to the wishes of their backbenchers with a strong football interest) that the general controls should be extended to boxes and restaurants as part of its agreement to accelerate the Parliamentary proceedings.

Since the Act was brought into force pressure for a relaxation has continued inside and outside Parliament. I received some information from the Football League at the end of October about the financial effects, but it was difficult to form any clear view at that early stage of the season. Accordingly I asked for further information.

In his report published in January Mr Justice Popplewell recommended that the provisions of the Sporting Events (Control of Alcohol Etc) Act 1985 should be reviewed in relation to executive boxes. He made it clear that he favoured some relaxation.

As you know, I was minded to accept Popplewell's recommendation and to announce that the Government would bring forward an amendment during the Committee Stage of the Public Order Bill. However some colleagues thought that this would be premature. In particular Kenneth Baker argued that any announcement should be deferred in order to maintain some leverage on the football authorities in relation to the membership card issue. In the event, in my statement to the House on the Popplewell Report I said:

"I have asked for more information from the football authorities and will wish to consider that carefully, in the light of what Mr Justice Popplewell says, before deciding whether to allow some relaxation of the controls on alcohol in executive boxes. I shall report my conclusions to the House while the Public Order Bill is before Parliament."

There were a number of representations in favour of lifting the restrictions from both sides of the House during the exchanges following the statement.

/So far as

The Rt Hon The Viscount Whitelaw, CH, MC

So far as membership cards are concerned, Richard Tracey held a meeting of his working party (of which Giles Shaw is also a member) on 12 February, and the Football League representatives reported that significant progress was being made. The Football League have since written to Giles Shaw to say that they share the Government's view that membership card schemes have an important role to play. They have issued to all 92 clubs guidelines recommending the introduction of membership card schemes covering normally at least 50% of ground capacity. The League have assured us that it is the policy of the League Management Committee to press all clubs to introduce schemes accordingly.

I have also received further information about the financial impact of the ban on alcohol in boxes and restaurants. Clubs' main concern is not the loss of revenue from alcohol sales, but the expectation that many box-holders will not renew their leases. For example Manchester United estimate that next season they will lose between 35 and 40% of the income they derive from their boxes and restaurants. Tottenham Hotspur estimate that they will lose between 50 and 60%. In all it is estimated that First Division clubs will lose between them more than £1.2m and clubs in the other three divisions will lose £0.25m or more.

The League emphasises that executive boxes are an important part of the future marketing of the game. Football has to find new customers, and they tell us that the projected loss of income will have a serious effect on the ability of clubs to redevelop their grounds and improve safety and comfort. There is no way of checking this, and the estimates of loss of revenue are inevitably speculative, but I am in no doubt that some clubs will be seriously affected.

I have discussed this with Kenneth Baker and he agrees that we should now proceed to relax the control on alcohol in executive boxes and restaurants. For my part I should like to do this while the Public Order Bill is in Committee. This would require a decision within the next 10 days.

...

As to the form of the amendment I enclose, for ease of reference, an extract from my letter to you of 7 January. Quintin Hailsham has supported this (his letter of 17 January) and I understand that Kenneth Baker is now also content. As I explained in my earlier letter this is not a general relaxation. Box-holders will still be unable to get a drink during the match, and for 15 minutes either side. But they will now be able to have a drink with a meal before the match, and this should reduce the adverse effect on revenue. As I also explained in my earlier letter, some degree of leverage will be retained, which could be used in connection with membership cards.

I hope that colleagues will now be prepared to agree that I should secure an amendment on those lines. I should be grateful for any comments by Monday 17 March.

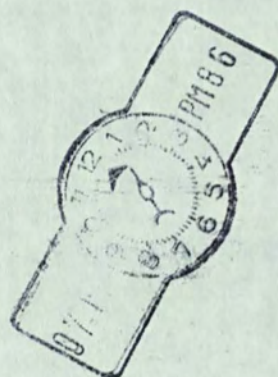
I am copying this to the Prime Minister, other Members of H Committee, Richard Tracey, Sir Robert Armstrong and Sir George Engle.

Yours,
Douglas.

EXTRACT FROM LETTER OF 7 JANUARY FROM THE HOME SECRETARY TO THE LORD
PRESIDENT

The obvious way of permitting alcohol in executive boxes and restaurants within sight of the pitch is to extend the exemption order scheme established by the Sporting Events (Control of Alcohol Etc) Act 1985. This would however require some complicated amendments. The exemption order scheme at present applies only to the sale of alcohol, whereas at some clubs alcohol is brought in by box-holders beforehand, and no sale takes place. It would be necessary to introduce a new exemption order scheme to cover this situation, which would break new ground since the exemption would have to cover all the occupants of the relevant boxes (who would vary from match to match) instead of (in the case of sale) applying solely to the person selling the alcohol.

I am therefore inclined to take a different approach. The controls on the sale or possession introduced by the 1985 Act apply during a period from 2 hours before the match to 1 hour afterwards. In the cases of boxes and restaurants within sight of the pitch (but only in those cases) I propose to reduce this to a period from 15 minutes before a match until 15 minutes afterwards. Outside this period box-holders would be able to possess alcohol, and it could be sold (if a licence had been obtained). Inside the period no alcohol could be sold or possessed. The significance of this change would be that, while the ban would be retained during a match, box-holders would be able to entertain clients with a meal and a drink before a match, or afterwards, and the loss of revenue to clubs would be reduced. I would further propose to include in the Bill an order-making power which would enable me to reduce the period of control still further in later years (eventually to nothing) if the initial reduction, as set out in the Bill, were not abused and did not give rise to difficulties. This would provide an element of flexibility. It should also give some leverage in obtaining progress from the football authorities, for example on membership cards.



①



2nd week in
May.

10 DOWNING STREET

Prime Minister.

Encouraging news on football.

You may like to consider

holding a forth meeting with

the authorities later in the year

(assuming the time still looks ripe)

to Yes - after the season is over

(i) keep up the pressure

(ii) thank them for what's
been achieved

(iii) get a bit of publicity
for a successful initiative.

(Hutcheon's note at
May A)

MEFA 7/3

A

PRIME MINISTER

7 March 1986

FOOTBALL SPECTATOR VIOLENCE
REPORTS FROM HOME OFFICE AND DOE

There is good news that football safety will not require further finance from Government, and that CCTV installation is going well. Nearly all First and Second Division grounds have now been equipped. Better still, Kenneth Baker reports that our domestic policies to combat hooliganism are succeeding. Not only are arrests down, but all reports confirm that the atmosphere is better this year. Even membership card schemes are gathering support.

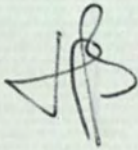
Department of Sport officials have pioneered proposals to make better use of football clubs as sporting facilities for the young. The point behind it is not only employment, but also to burn up youthful energy in sport rather than in hooliganism. We believe that as soon as the teachers' dispute is over, we should reintroduce the proposal that ran into the sand 2 years ago to open up more schools for the use of youth sport at weekends.

Home Office have now collected considerable evidence that existing law on the use of executive boxes will indeed lose football clubs a substantial proportion of their income. We have made some independent checks, and are satisfied that this information is realistic; and we support the suggestion that the time when alcohol may be consumed in executive boxes be

extended to 15 minutes before the match, and commence again
15 minutes after the match.

Conclusion

We agree with Mark Addison that you might suggest a final
meeting of your Football Committee with the hope of getting
some good publicity.



HARTLEY BOOTH

PRIME MINISTER



CT
To await HB's
comment. PL
check him in
the cage 4 days. MBA 3/3

CB

FOOTBALL SPECTATOR VIOLENCE AND GROUND SAFETY

I last reported progress to you on 17 November. It is timely to bring you up to date again and I attach a further report prepared by Dick Tracey.

There are two pieces of particularly good news.

Firstly, Dick's Working Group on the financing of safety improvements has concluded that there is no need for financial help from Government. Such help was strongly sought by the football authorities last year. Their agreement now that it is not needed is, in large part, due to the vital financial support of the Football Trust (FT) and the Football Grounds Improvement Trust (FGIT).

Secondly, our domestic policies to combat and control hooliganism look to be paying dividends. We cannot be complacent, but arrests inside grounds (and ejections from grounds) are down by 30.5% in Division 1 and by 22% in Division 2 compared with the same time period last season.

On the possible lifting of alcohol restrictions as they apply to executive boxes at grounds, the Football League are putting a case together to support this. They will submit it to Douglas Hurd soon. He will put a separate note to you.

K.S.

KB

PROGRESS REPORT ON FOOTBALL: FINANCING OF SAFETY IMPROVEMENTS AND SPECTATOR VIOLENCE

FINANCE FOR SAFETY IMPROVEMENTS

The Finance Working Group met on 18 February following publication of Mr Justice Popplewell's final report in January. We confirmed the view that no Government help was needed. The necessary safety work can be under-taken over a 5-year period and financed from within football. The Football Grounds Improvement Trust's contribution was crucial, of course, to this conclusion. FGIT and the Football Trust will also give some financial help to non-League clubs with safety improvements.

The Finance Group is now on ice. There are no plans for a further meeting unless particular problems arise.

CCTV

In Divisions 1 and 2, 35 grounds out of 42 will have CCTV installed by 1 March. Of the remaining 7, 4 are in London. There have been delays caused by excessive technical scrutiny on the part of the Metropolitan Police but, with pressure from here and Home Office, the problems appear to have been resolved. We shall continue to monitor progress through the Football Association. It is generally agreed by the police and the football authorities that CCTV has played a significant part in the reduction of incidents this season.

MEMBERSHIP CARDS

At the last Hooliganism Working Group meeting (12 February) the Football League and the Football Association confirmed their full support for membership card schemes as agreed by the League Management Committee. The League reported that 30-35 clubs now have or are planning to introduce schemes.

Although we are aware that some may not conform to the League's guidelines (issued in October), this welcome progress. We shall continue to press for more; the League are to submit an up-to-date report to us very soon, their clearly expressed support for Clubs' schemes, and the equally clear FA backing, was encouraging.

ENCOURAGEMENT OF COMMUNITY INVOLVEMENT

As sport needs more facilities, around the country, I am working with colleagues to open existing facilities in schools colleges and industry to the community. Obviously there are value for money benefits in this policy. I believe it can be extended to football clubs, whose grounds are greatly under-used and who need to forge better links with the community if they are to attract back the families and youngsters. I have pressed these views on the football authorities; we are making progress, already there are some good schemes in place. The Manpower Services Commission is involved, and we are looking to develop a national initiative. I believe this policy could be of great value.

ALCOHOL LEGISLATION/EXECUTIVE BOXES

The football authorities continue to press hard for alcohol restrictions on executive boxes to be relaxed. Their case was supported by Popplewell. We know that a number of clubs are unable to get ahead with improvements (other than necessary safety work) to their facilities which uncertain about the future of the considerable revenue which accrues from executive boxes. We expect a written case from the League this week. The Secretary of State and I agree with Home Office Ministers that there is in principle a good case for change with suitable controls built in. The Home Secretary will minute the Prime Minister separately, when the League's evidence is received.

WORLD CUP AND EUROPEAN MATCHES

The World Cup in Mexico is the first test of the behaviour of England supporters abroad since the tragic events in Belgium last year. This test will be followed by further European examinations next season of our policies and resolve, as the England team takes part in the European Nations' Cup. For that tournament, UEFA specified certain "conditions" for England's participation; these have since been taken up by FIFA, the world body for football. As they derive from the European Convention, and UEFA's own revised Rules, I have been able to write to the Football Association expressing HMG's readiness to take the necessary measures in co-operation with the FA, UEFA and other Governments. Fortunately, we have been lucky with the European draw, as England has to travel to Yugoslavia, Turkey and Northern Ireland.

For the World Cup, we are developing with the Football Association, the FCO and other Departments a package of specific measures to deter and detect troublemakers. The next step is a meeting of all the Ministers concerned, with the three Football Associations and the Association of British Travel Agents (ABTA), on 10 March.

EFFECT OF DOMESTIC MEASURES SO FAR

We cannot be complacent, but our policies look to be working. Up to January arrests inside grounds, and ejections from grounds, were down 30.5% in Division 1 and 22% in Division 2, compared with the same period last season. Crowd numbers were also down by about 10% on average.

RICHARD TRACEY
February 1986

Football Hooliganism : HOME AFFAIRS

HS.



DoE will report to us
next week. 1st for 27/2

MR ADDISON

13 February 1986

FOOTBALL HOOLIGANS

MEETING AT DoE, 13 FEBRUARY

Attending were:

Giles Shaw MP

Dick Tracey MP

Ted Croker

Jack Dunnit

Graham Kelley

Five officials also attended, including David Bellfall and Teasdale.

1. Membership Cards

30 to 35 clubs now had partial membership card schemes and all four divisions had been invited to join. Jack Dunnit agreed on behalf of the FA that the eventual aim was for 100% card coverage. There is evidence that the membership card schemes are working well, for example the Leicester Club has better attendance figures, particularly from families. Most card schemes were self-funding but some, such as Notts County, were funded by the clubs themselves.

2. Exclusion Orders

Although exclusion orders are best linked to the membership card scheme they are also to be regarded as effective because of the existence of CCTV. The major outstanding query was whether Magistrates ordering exclusion orders could release photographs of the culprits to the Football League authorities. The Home Office will consider this but failing an agreement that the photographs - which form part of a criminal record - can be released to the FA the CCTV will be operated by the police, who can have beside them the photographs of the excluded hooligans.

3. Executive Boxes

? | So far there is no evidence of loss of money directly as a result of the 1985 legislation. No amendment could be made by the Government without evidence of financial or other genuine suffering by the clubs. (I attach the first piece of evidence that has come to me of financial suffering of a club, in this case Tottenham).

4. CCTV

This is now in 36 clubs, the Metropolitan Police have been slow drawing up technical specifications in London but this is now available. The England and Scotland match will be covered by CCTV.

5. Community Liaison

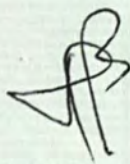
There is a pilot scheme which DoE and the football authorities are keen to push forward which will create a thousand jobs paid for by MSC money in six clubs. The jobs will be to liaise with existing youth clubs and to assist the eradication of hooliganism.

6. New Hooligans

*interview
poor
hooligans?*
Because the Prime Minister had raised the subject of smart, rich hooligans the group considered whether any special arrangements could be made to eradicate this menace. A positive suggestion which emerged from the discussion was the creation of a central registry or intelligence base.

7. The Future

A message should go out to the public that their help was needed to stamp out trouble, (possible inclusion in future PM speech).



HARTLEY BOOTH

o/r : PB/ft/kr

12th February 1986

E. Bickham Esq.
Special Adviser,
The Home Office,
50 Queen Anne's Gate,
London SW1H 9AT

BY HAND

I was pleased to be able to show you around our stadium last Saturday. I hope that you found our off the field activities more interesting than our on the field performance.

I understand that you would like some further information regarding our Executive Box renewals. I attach herewith a schedule listing the 28 boxes due for renewal in May 1986. The analysis of this is as follows :

2	Will renew
6	Are possible renewals
5	Are doubtful renewals
15	Will NOT renew

The current annual income from these 28 boxes is £269,333. If they were to be renewed at current rates the income from these boxes next year would be £292,501. The loss of income from the 15 Boxholders who will definitely not renew will amount to £161,200 next year. If the doubtful renewals are included, the loss increases to £211,400 next year.

Following the 28 boxes needing renewal this year we have 25 boxes to be renewed in May 1987, 10 in May 1988, 7 in May 1990, 1 in 1991 and 1 in May 2003. Assuming the 28 boxes due for renewal now are typical of our boxholders as a whole it would indicate that we are likely to be faced with a situation as follows :

5	Boxes renewed	7%
16	Possible renewals	22%
13	Doubtful renewals	18%
38	NOT renewed	53%

Our normal procedure is to start renewal negotiations on the 1st February with the aim of having all our boxes renewed by the 30th April. The standard reply from almost all the boxholders is to ask the question "What is to happen about drinking in Executive Boxes?"

Contd/..

You will have already seen the survey which we carried out of our boxholders and from that you can understand why so few are able to justify this large expenditure when they are unable to entertain their clients and guests to a meal with alcohol.

As I explained to you on Saturday, our plans for the further re-development of the stadium include another main stand with an additional 36 Executive Boxes, together with entertainment suites and a large family area. With the best will in the world we cannot finance such improvements out of the admission charges from the general public. The finance can only come from the significant Corporate support which we receive from Executive Box rentals. The current annual income from Executive Boxes is £732,700. In normal circumstances this would rise by around 3% p.a.

I hope that the information contained in this letter is helpful to the Government in establishing the facts of the current position. I would be pleased to go into further detail should you so require.

P.BOBROFF
Chairman

Enc.

BOXES DUE FOR RENEWAL : MAY 1986

<u>Box No.</u>	<u>Name</u>	<u>Annual Rental</u> £	<u>Renewal Prospects</u>
3	Sportscare Limited	10,000	Possible
4	Tower Timber Group	6,700	Doubtful
6	General Glass and Glazing	9,500	No
7	Securicor	10,500	Doubtful
8	British Telecom	11,000	Doubtful
11	STC	11,000	Doubtful
13	Rio Tinto Zinc	11,000	Possible
16	Austin Rover	11,500	No
21	Holsten Distributors	Part of sponsorship	Yes
25	Union Veneers	11,000	No
32	MC Holdings	11,000	Possible
33	Casson Bechman	11,000	Yes
34	Case	10,500	No
37	Contemporary Perfumers	6,000	Possible
39	Thames T.V.	8,000	No
43	Hobart Manufacturing	10,500	Possible
45	Fairview Estates	10,500	No
46	Yellow Advertiser	11,000	Doubtful
48	Nuffield Press	11,500	No
50	Beechams Foods	10,000	No
64	Grays Tyre Services	11,000	No
65	Thorn/EMI	11,250	No
66	Lamb Sceptre	11,000	Possible
67	TNT	10,000	No
68	TNT	11,000	No
70	R.G. With	9,000	No
71	Monarch Aluminium	8,200	No
72	Asphaltic	7,750	No



CF
File please.

CCBG
2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

22 January 1986

Dear William.

MR JUSTICE POPPLEWELL'S FINAL REPORT

I regret that when I wrote to Mark Addison on 16 January about the earlier correspondence between him and you, I inadvertently failed to copy my letter to you and the other Ministers' Offices concerned.

I now enclose a copy of the letter with apologies for any inconvenience which this may have caused.

This is all copied to Joan McNaughton (LPO), Robert Gordon (SO), Colin Williams (WO), Jim Danielle (NID), Richard Broadbent (HMT), Michael Stark (Cab Off) and Mark Addison.

Yours ever
Brian Leonard.

B H LEONARD
Private Secretary

William Fittall Esq



Reusdale

2 MARSHAM STREET
LONDON SW1P 3EB

01-212 3434

My ref: B/PSO/10270/86

Your ref:

16 January 1986

Dear Mark,

MR JUSTICE POPPLEWELL'S FINAL REPORT

Thank you for sending Robin Young and Phil Dykins a copy of your letter of 13 January to William Fittall. I have now also seen your letter of 15 January to William.

In the light of William's letter of 14 January to you, Mr Baker and Mr Tracey consider that the Home Secretary's draft statement covers the Prime Minister's and their concerns about the balance of the statement and the affirmation of Mr Justice Popplewell's recommendations on membership cards.

The Report's recommendations on membership cards and its concerns about "new hooligans", which the Prime Minister has noted as particularly important, will be taken on board at the next meeting (12 February) of Mr Tracey's Working Group on measures to combat hooliganism. (A meeting of the Finance Working Group is also scheduled for February).

As the Working Group meeting is near, the Prime Minister may decide a No 10 meeting is not needed. Regarding her own intervention, we would advise that there is a leadership vacuum in the Football League at present. Restructuring of the League - leading, inevitably to a New President - will take place in March. We may be better able to pursue our concerns about progress on membership cards with a new regime. My Secretary of State and Mr Tracey would be happy to report on developments after the February meetings.

Yours ever.

BH Leonard

B H LEONARD
Private Secretary

Mark Addison Esq

PS 1 PM





ceBG
HOUSE OF LORDS,
SW1A 0PW

The Right Honourable
The Viscount Whitelaw, CH., MC.,
Lord President of the Council,
Privy Council Office,
Whitehall, SW1A 2AT.

17 January 1986

MBPM

W
17/1

My Dear Willie:

POPPLEWELL REPORT
CONTROLS ON ALCOHOL
IN EXECUTIVE BOXES AND RESTAURANTS

FILE WITH MEA

On looking at Douglas Hurd's letter to you of 7th January in the light of Kenneth Baker's response of 13th January, I favour Douglas's proposal.

His "order-making" approach would have the merit of retaining a clear opportunity for review in the light of experience nationally and it would avoid the need for piecemeal applications by clubs to magistrates' courts, with possible appeals against the magistrates' decisions.

I am copying this letter to the Prime Minister, the other members of H Committee and Richard Tracey and to Sir Robert Armstrong and Sir George Engle.

yrs:

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

HOME AFFAIRS

FOOTBALL
PTS



Sports Grounds (Popplewell Report)

4.24 pm

The Secretary of State for the Home Department (Mr. Douglas Hurd): With permission, Mr. Speaker, I should like to make a statement on the final report of the inquiry into safety and control at sports grounds under the chairmanship of Mr. Justice Popplewell, which was published today. The statement is a little longer than I would have wished. It consists of 14 paragraphs. The inquiry was established following the fire at Bradford City football ground and the events at Birmingham City on 11 May 1985.

Now that the inquiry's work is completed, my right hon. Friend the Secretary of State for Scotland and I would like to renew the Government's gratitude to the chairman and his two assessors for the speed and conscientiousness with which they have discharged their difficult task. In addition to dealing with the events at the Heysel stadium in Brussels on 29 May and discussing the causes of hooliganism, the final report makes 15 recommendations on crowd safety and crowd control.

On crowd control, there are a number of recommendations about the maintenance of order at football grounds: wider powers of police search and arrest; a new offence of disorderly conduct at sports grounds, and a review of the recent alcohol legislation as it applies to executive boxes. Continued progress with membership schemes is also recommended.

The Police and Criminal Evidence Act which came into force on 1 January has already extended the police powers of search and of arrest in ways which will help them deal with troublemakers at football grounds. I shall examine Mr. Justice Popplewell's recommendations for further powers when we see how the new Act works in practice.

On disorderly conduct, the Public Order Bill, to which the House gave a Second Reading on Monday seeks to create a new offence which will cover hooliganism in football grounds, as elsewhere. I shall consider the recommendation for a wider offence when we see how the offence in the Bill — disorderly conduct — works in practice.

The Government have already taken a number of steps to deal with forms of misconduct about which Mr. Justice Popplewell expresses particular concern. The Public Order Bill seeks to implement a recommendation in his interim report that the possession of smoke bombs and similar devices at sports grounds be made an offence. We have taken action to ban some other items which may be used as missiles. The alcohol legislation which was passed last summer makes it an offence to be in possession of a drink can or bottle in any area of the grounds from which the pitch may be viewed direct.

During the proceedings in the House, representations were made about the effect on the revenue which clubs derive from executive boxes. The Government undertook to monitor the situation, and I have received some information from the Football League and representations from a number of right hon. and hon. Members. I have asked for more information from the football authorities and will wish to consider that carefully, in the light of what Mr. Justice Popplewell says, before deciding whether to allow some relaxation of the controls on alcohol in executive boxes. I shall report my conclusions to the House while the Public Order Bill is before Parliament.

On membership cards, we fully endorse Mr. Justice Popplewell's recommendation. The Public Order Bill contains provisions to enable the courts to ban convicted football hooligans from attending matches. This shows our determination to do what we can to keep troublemakers away from football grounds and to restore the good name of British football. It needs to be matched, in our view, by equally determined action by the football clubs and the football authorities. My right hon. Friend the Prime Minister has emphasised to them the value of an effective membership card system. The football authorities have made some progress on this. In the light of the exclusion order scheme in the Public Order Bill, I hope that they will now redouble their efforts.

I deal now with crowd safety. We accept the need to strengthen urgently the measures already announced by and taken following my predecessor's statements on 13 May and 24 July.

We accept the recommendation that all sports grounds and sports stadia in England and Wales with accommodation for more than 10,000 spectators and where association football, rugby league, rugby union and cricket are played which are not already designated under the Safety of Sports Grounds Act 1975 should be so designated. Consultations will begin immediately with the sports authorities and organisations concerned with a view to introducing the necessary orders as quickly as possible, and certainly by the summer of this year.

In Scotland, my right hon. Friend intends to introduce similarly, as soon as he can, an order designating stadia of clubs with accommodation for more than 10,000 spectators in the first and second divisions of the Scottish Football League.

We also accept the principle of the recommendations that safety controls should be extended to all sports grounds and stadia with stands for over 500 spectators and to indoor sports facilities with accommodation for over 500 spectators where adequate controls do not already exist. We need more facts about this. The present information that we hold at the centre is limited to stadia and grounds with accommodation for 5,000 or more, and indoor premises with an overall capacity of more than 1,000.

The first step will be to establish the full practical effects of these recommendations. All the relevant local and fire authorities in England, Wales and Scotland are to be invited to inspect all such stands and premises not previously inspected, and to report on them to my right hon. Friend and myself. Powers are already immediately available under both the Safety of Sports Grounds Act 1975 and the Fire Precautions Act 1971 to deal with any exceptional hazard which might be found in the course of these inspections. Similarly, chief fire officers and firemasters will be invited to keep under review the places that they inspected under previous initiatives last year, with the object of maintaining safety standards at those places.

When we have considered these inspections we shall quickly issue a consultative document and propose ways of achieving the objectives of the Inquiry's final report, fitting this into the review already under way on the future of the Fire Precautions Act. Further legislation may well prove necessary. There will be no avoidable risk meanwhile, because any necessary emergency action can be taken under existing powers.

Mr. Speaker: Order. We are dealing with business questions.

Mr. Winnick: Can we have a statement about whether this was done? If it was, was it the press secretary, and does the Leader of the House agree that it is important for us to have a statement. Putting such unfair pressure from No. 10 on the broadcasting authorities is quite clearly an abuse of the Prime Minister's authority.

Mr. Biffen: I have to say quite clearly that I have no plans for a statement on this subject being made next week. Of course the House has plenty of other parliamentary opportunities, including questions.

Mr. Gavin Strang (Edinburgh, East): While recognising the importance of the debate on Gartcosh next Thursday in Opposition time, is the right hon. Gentleman aware of the sense of outrage in Scotland at the Government's attitude to the campaign to save Gartcosh? That attitude includes the Prime Minister's contemptuous refusal to meet the Gartcosh marchers and the refusal of the Secretary of State for Scotland to allow a debate in the Scottish Grand Committee in Edinburgh on Monday. Because Gartcosh is crucial to Ravenscraig which is crucial to Scotland's future as an industrial nation, may we have the assurance that there will be a proper debate in Government time on this whole issue, including the Government's response to the Select Committee report?

Mr. Biffen: I appreciate the very strong and genuine feelings that have been aroused over the proposed closure of Gartcosh, but there is the other side of the argument: the question of bringing about greater viability in the industrial structures of the United Kingdom, including Scotland. I am sure that those matters will be covered in next week's debate. I hope that that debate will enable the House to take account of the hon. Gentleman's points.

Mr. Max Madden (Bradford, West): Will the Leader of the House arrange for a Foreign Office statement next week? I ask for this statement because the Parliamentary Under-Secretary of State for Foreign and Commonwealth Affairs, the hon. Member for Enfield, North (Mr. Eggar), recently made an important statement in Bangladesh concerning the requirement of Her Majesty's Government that the children of British citizens who intend to seek entry into this country should undergo genetic testing. There is considerable concern about this matter, including the cost, and whether these tests will be entirely voluntary. A statement would enable answers to these important questions to be given. It would also allow the Foreign Office to explain why it introduced in secret on 19 December a new entry clearance charge of £25 for those seeking settlement in this country and a fee of £12 for those seeking entry clearance as visitors to this country.

Mr. Biffen: I shall refer those points of substance to my right hon. and learned Friend the Secretary of State for Foreign and Commonwealth Affairs.

Mr. Dennis Skinner (Bolsover): Is the Leader of the House aware that the Prime Minister, in particular, among other Government Ministers, is adopting the growing practice of answering questions by saying that information cannot be given because of the disproportionate cost involved. Does the Leader of the House not think, because of all the talk about open government, especially in view of the furore that is taking place on another front, that it is the Government's duty to explain precisely their answers to simple questions? Is he aware, for instance, that this week there was an appalling situation when I asked the Prime Minister how many gifts she had received as Prime Minister and how many of those over the value of £75 she had retained, taking into account the allegation made in a national newspaper that she had received a bracelet costing several thousand pounds from the Sultan of Brunei, but she refused to explain how many gifts she had received.

Mr. Speaker: Order. I thought that the hon. Gentleman said that he would ask a short question.

Mr. Skinner: Well, it is a little bracelet.

Mr. Speaker: Will the hon. Gentleman at least ask the Leader of the House whether we can have a statement about the bracelet?

Mr. Skinner: In view of the fact that the Prime Minister will not answer these questions, will the Leader of the House bring her to the Dispatch Box and ask her to answer questions about what happened about the diamond-studded bracelet and all the other gifts that she will not disclose? There is, as the right hon. Gentleman knows, a rule that anything over £75 should not be retained by the Minister concerned.

Mr. Biffen: One of the most dangerous things in this House is the hon. Member for Bolsover in a fit of innocence or simplicity or in a fit of trying to get just a plain, honest, working man's answer to what otherwise is thought to be a tangled and exotic problem. I take note of what he says and I shall make the appropriate references. But I shall also reflect upon a point of real substance: the growing cost of questions in this House that are not necessarily related to the pursuit of open government, but are related to the existence of whole squadrons of research assistants. We have to ask ourselves whether this really is pursuing the investigative role of Parliament. On the whole, the hon. Member for Bolsover is not a great cost to the public purse as far as his questions are concerned. That is why I shall take his point with the seriousness that it merits.

Mr. Tam Dalyell (Linlithgow): On a point of order, Mr. Speaker. The easiest way to cut the cost of questions is to give truthful answers.

Mr. Speaker: Order. I do not think that that is a point of order for me.

So far, happily, the figures this season show an improvement in the number of arrests and ejections from football grounds. Our measures against hooliganism should have a cumulative effect, but it is too soon to be satisfied. We have to deal not only with hooliganism, but with safety; not only with football grounds, but with sports grounds in general. Thanks in large part to Mr. Justice Popplewell and his colleagues, I believe that we are on the right track.

Mr. Gerald Kaufman (Manchester, Gorton): I congratulate Mr. Justice Popplewell on his second report. His recommendations for the improvement of fire safety precautions and the plugging of gaps in them and in the legislation are both welcome and necessary, and I trust that the Government will lose no time in implementing them. Where legislation is necessary, we will facilitate it. The new and highly unsatisfactory building regulations of November 1985 must be changed as a matter of urgency, and I ask for an assurance that this will be done.

The Home Secretary is prudent in his approach to the proposed new criminal offences, but I am sorry that he said nothing about the proposal in the interim report for a specific offence of chanting racist abuse. The football authorities and the overwhelming majority of fans agree that racism is an obscenity that must be expunged from football and from other sports. I ask the Home Secretary whether this is covered by clause 19 of the Public Order Bill. It is not, will he amend the Bill to include it?

Is the Home Secretary really satisfied with the position under the Public Order Bill under which the Government have decided not to exclude convicted hooligans from matches played abroad, including World Cup matches? The Home Secretary spoke of the need to restore the good name of British football. Surely this is nowhere more necessary than when violent louts travel abroad and sully the reputation of British fans.

The Opposition are content with the recommendation for a review of section 3(3) of the Sporting Events (Control of Alcohol Etc.) Act, but we insist that it be carried out on the basis of the criteria laid down by my right hon. Friend the Member for Birmingham, Small Heath (Mr. Hattersley) last July, when he said:

"We want equity. There should be no difference between the working man on the terrace having his half pint with his pie and people in boxes having wine with their meals."—[*Official Report*, 3 July 1985; Vol. 82, c. 448.]

One curious gap in the Home Secretary's statement was his failure to mention closed circuit television, which Mr. Justice Popplewell firmly recommended last July and which the previous Home Secretary strongly endorsed. Far too little progress has been made, with only 21 per cent. of grounds being covered by closed circuit TV. One reason for this unsatisfactory progress is lack of money. Even the richest clubs face problems, and the less affluent have simply no chance of raising the revenue to comply with Mr. Justice Popplewell's recommendations. In his statement the Home Secretary made no mention of these financial obstacles, so I repeat the commitment of the Labour Party to create a football levy board, which would return to the game some of the massive revenue that the Treasury extracts from it.

So far this season there has been a distinct improvement inside the grounds. I congratulate the football authorities and the police on what they have achieved in helping to rescue the reputation of a vital and popular national sport. As Mr. Justice Popplewell points out, however, the

problems of violence and hooliganism are moving outside the grounds and are being seen ever more clearly as just one alarming and depressing manifestation of the sickness of violence that is afflicting Britain. We cannot be satisfied until we have set our hand to eradicating not only the violence itself but the underlying causes, which are far too deeply rooted in our society.

Mr. Hurd: I am grateful to the right hon. Gentleman for the general tone of what he said.

I understand that my right hon. Friend the Secretary of State for the Environment is looking carefully at the building regulations, and the right hon. Gentleman may want to pursue the matter elsewhere.

As the right hon. Gentleman would have wished, we gave very careful thought to the question of racist chanting. Part III of the Public Order Bill will extend the existing offence of incitement to stir up racial hatred to conduct intended to do so. I hope that that will be particularly significant when we come to the kind of shouting that mars football matches. We thought it more sensible to concentrate on that—the details of it will be discussed in Committee—than to create a wider offence which would be confined to football matches and would be very difficult to enforce.

I take the right hon. Gentleman's point about exclusion orders. He was a little sceptical about them on Monday, but he seems a little more enthusiastic about them today, because he wants them extended to foreign fields. There would be difficulty in implementing them, but it is a point that we can perfectly reasonably discuss in Committee.

From what I have heard—and I come new to this subject—I am a little puzzled about the Opposition's attitude to executive boxes. There is quite strong pressure from the clubs for a relaxation. I have not announced a relaxation today, but the pressure for it has come from both sides of the House, and I am not quite clear where the Labour party stands on this issue. There will be opportunities to discuss this before we are much older.

The right hon. Gentleman, perfectly understandably, homed in on the question of finance. The general principle that people who are offering the public entertainment or sport should be prepared to do so in conditions which are clearly and evidently safe is a general one which most people would accept. My hon. Friend the Parliamentary Under-Secretary of State for the Environment the Minister with responsibility for sport who is here, had a working group which looked into the financial implications for football. The Football Trust, as the right hon. Gentleman knows, has done valuable work and assumed valuable responsibilities in this context. I cannot go further than that.

Mr. Patrick Jenkin (Wanstead and Woodford): Will my right hon. Friend say more about the introduction of membership cards? Is he satisfied that the football authorities are determined to introduce a scheme, or are they still just going through the motions because they do not want to do it?

Mr. Hurd: As I said, they have made some progress in recent times. The latest figure that I have—and I would not vouch for it being absolutely up to date—is that 15 clubs out of the 92 have introduced, or are about to introduce, membership schemes which cover at least 50

[*Mr. Hurd*]

per cent. of their ground capacity. I know that my right hon. Friend has a close interest in this matter. We would like to see greater progress.

Mr. Michael Foot (Blaenau Gwent): I join my right hon. Friend the Member for Manchester, Gorton (Mr. Kaufman) in welcoming most of the proposals. I am especially glad to hear that the daft idea that people be prevented from attending away games of football, as a solution to the problem, has been dropped.

May I press the right hon. Gentleman on the financial question? If no money is coming in in one form or another—and there is plenty of money being made from football, as my right hon. Friend said—and if no money is to be provided for carrying through, at the necessary speed, the real safety programme, many clubs, particularly the small ones, will be hit again and again, and many will be driven out of business. I urge the Home Secretary to look at the whole of this matter again and come back with a proposal which will enable all clubs, large and small, to make their grounds safe in a measureable time, say two years.

Mr. Hurd: Before I answer the right hon. Gentleman, I apologise to the right hon. Member for Manchester, Gorton (Mr. Kaufman) for not answering his question about closed circuit television. The latest figures that I have show that of 42 clubs in the first and second divisions of the football league, 25 have closed circuit television, and that nine out of the 10 clubs in the Scottish premier division have it or are having it installed. In addition, there are the three, and I hope by now famous, Home Office hoolivans, which are doing valuable work. That is progress, although there is room for more.

I listened to the speech of the right hon. Member for Blaenau Gwent (Mr. Foot) in our debate on the Public Order Bill, and I understand how strongly he feels about the matter. I must refer back to the working group of my hon. Friend, which considered the financing of safety improvements at football league grounds; that is, at the 92 grounds where the professional game is played. Its preliminary conclusions are that the clubs, together with the Football Grounds Improvement Trust can fund the cost of the work over a five-year period. The FGIT is funded by the Football Trust, which in turn is funded by the Football Pools Promoters Association. My hon. Friend and the sports councils are open to representation and are willing to give advice on these matters, but so far progress has been reasonably good.

Sir Hector Monro (Dumfries): I congratulate Mr. Justice Popplewell on his report, and my right hon. Friend on his speedy response to it. Will he be careful not to make any change in the alcohol restriction until the end of the season, to see whether the much improved behaviour is continued through to the end of the World Cup? May I suggest that with the complexity of modern world sport there is a good case for the Minister with responsibility for sport having overall responsibility for crowd safety, sports and international events, rather than having his responsibilities spread over three Departments?

Mr. Hurd: I thought my hon. Friend was about to suggest that he should be responsible for these matters in Scotland. I am in difficulties about the alcohol restriction.

If we are to have a relaxation, the natural vehicle for it is the Public Order Bill, which had its Second Reading on Monday. I said that I would give my conclusions to the House during its passage, so that if the House generally believed that the restriction should be relaxed, it could be relaxed without delay. That runs counter to the greater caution recommended by my hon. Friend, but it is a reasonable compromise between those who want immediate relaxation and those who hold my hon. Friend's view.

Mr. Clement Freud (Cambridge, North-East): Will the Minister accept that one cannot have safety on the cheap? Further to the statement of the right hon. Member for Blaenau Gwent (Mr. Foot), does the Minister accept that considerable sums are slushing around in football and that taxing transfer fees or finding the available money would be a more sensible way of ensuring safety than would hitting the dwindling numbers of supporters, and punishing small clubs which cannot afford the improvements? Will he give the House his statistics on the diminution of violence and ejections? Is it not simply the case that he has compared the beginning of this season with the end of last season?

Mr. Hurd: I note what the hon. Gentleman says about finance. I do not wish to repeat the reply that I have already given which shows that the machinery at work and the funds available seem capable of financing the safety work. If certain sports have particular problems, it seems reasonable that they should go to the sports councils or my hon. Friend the Minister for advice. The hon. Gentleman will accept that my figures are incomplete. According to the Metropolitan police department, until 11 January 1986 the number of ejections and arrests from football grounds in London was 1,470, compared with 2,652 last year—a reduction of 44 per cent. In Greater Manchester gates have increased by 6 per cent., and arrests and ejections have decreased by 56 per cent.—that is on a December comparison. The hon. Gentleman is right to be cautious, and I was cautious in my comments. Nevertheless, so far the record this season has considerably improved.

Sir Dudley Smith (Warrington and Leamington): May I call my right hon. Friend's attention specifically to the fact that the biggest problem may be the number of people who arrive at a ground having consumed an excessive amount of alcohol? Is he aware of the great unfairness between clubs over the provision of alcohol? In some clubs it is available in hospitality suites and at certain bars of the grounds, whereas in others no drink is supplied, not even in the boardroom. As there have been no examples of trouble arising from the provision of alcohol in executive suites, will my right hon. Friend reconsider the matter, bearing in mind the income of clubs?

Mr. Hurd: That point was widely discussed during the passage of the Bill last Session. Parliament deliberately included in the Bill a wide measure of local options so that local magistrates could consider, on local criteria and arguments, the case for exemptions from the general rule. That has happened, with the result which my hon. Friend criticises. It is a reasonable principle that local magistrates should have that facility.

Mr. Tom Pendry (Stalybridge and Hyde): Does the Home Secretary accept that most football supporters are likely to accept the recommendations of Mr. Justice

Popplewell? Does he further accept that most football clubs will be disappointed with his response, in particular to recommendation 14, which relates to the Sporting Events (Control of Alcohol Etc.) Act 1985, especially in view of the Minister of State's reply on 3 July? I asked the hon. Gentleman when he was likely to make a judgment after the monitoring of the Bill and he replied:

"It would be sensible if we saw the Bill in action over the most part of this coming season, or at least half of it . . . That might allow us, if we were so minded, and after discussion . . . to introduce amendments through other legislation . . . The hon. Gentleman can take it from me that we shall monitor this because we recognise that if football were to be starved of funds for its improvement and rehabilitation, that would be a worry."—[*Official Report*, 3 July 1985; Vol. 82, c. 458.]

Will the Home Secretary recognise that that evidence has been forthcoming from the all-party football committee, the Football League and many others, and that unless, before next season, clubs have the knowledge that the restriction will be amended by the Public Order Bill, many executive boxes will be unfilled, and many clubs will be starved of their funds?

Mr. Hurd: I understand the hon. Gentleman's point, which he has put strongly on many occasions. It is different from the view of the Labour Front Bench. We are doing precisely what my hon. Friend said we would do, which is monitoring how the position develops, and what effect the rule has primarily on grounds, and on clubs' finances. We have some information, but we are asking for more. I have already explained that we thought that a reasonable compromise was to give our conclusions while the Public Order Bill was still before the House so that if hon. Members felt that there should be a relaxation, we could proceed accordingly. We can give our views on that.

Mr. Geoff Lawler (Bradford, North): Although it has taken a major tragedy, to bring it about we have a report which, if all its recommendations are implemented, will mean that all spectators at sporting events in future can feel confident that all that can be done will be done to ensure their safety. The people of Bradford and elsewhere will be grateful to Mr. Justice Popplewell for that. Will my right hon. Friend review the point in the report that the same venue can be used for both sporting and entertainment purposes, but that different safety standards can apply? Will he review the necessary legislation to amend that anomaly?

Mr. Hurd: That point was not covered in my statement, and I shall certainly look further into the matter which my hon. Friend, who represents a Bradford constituency, raises.

Mr. Peter Snape (West Bromwich, East): May I, as one who watches professional soccer as often as possible, assure the Home Secretary, that most of us welcome the recommendations of the Popplewell inquiry? One point that appears to have been overlooked in the report is the question of football supporters travelling by coach. Many coaches arrive at the destination town, although not necessarily the football ground, sometimes hours before the kick off, and similarly on the way back many coaches stop short of their destination, thus enabling many supporters to consume perhaps a large amount of alcohol.

I support my hon. Friend the Member for Stalybridge and Hyde (Mr. Pendry) in his plea for the abolition of the illogical alcohol ban in executive boxes. Notwithstanding the voting propensities of those who use the boxes, the fact

is that most of them do not rampage round the town in the way that some football supporters do. We ought to remember that this ban is penalising clubs, such as West Bromwich Albion, which have spent many hundreds of thousands of pounds in providing executive boxes.

Lastly, I ask the Home Secretary to look again at the question of a football betting levy board. Surely the game of working people ought to be treated in the same way as racing, the so-called sport of kings?

Mr. Hurd: There is obviously something in the hon. Gentleman's first point, but I do not think that it can be solved by changing the law again. It is surely mainly a matter for co-operation between the police and the coach operators, but let us look further into that.

I note what the hon. Gentleman said about executive boxes. He has to deal with the argument of equity; the argument which his right hon. Friend the Member for Gorton was putting. Indeed, the House too, will have to deal with the point in due course. I do not think that a case has been made for a new system of the kind put forward by the Labour party and by the hon. Member for West Bromwich, East (Mr. Snape).

Several Hon. Members rose—

Mr. Speaker: Order. I propose to allow questions to continue for a further 15 minutes. I hope that in that time every hon. Member wishing to ask a question will be called. I ask for brief questions, as two important debates are to be held thereafter.

Mr. Max Madden (Bradford, West): Can the Home Secretary say when the promises made by the Prime Minister and the former Minister with responsibility for sport that Bradford City football club would receive additional financial assistance to rebuild its ground will be honoured?

Mr. Hurd: I shall have to look into that, and either my hon. Friend or I will let the hon. Gentleman know.

Mr. John Wheeler (Westminster, North): While warmly welcoming the Popplewell report, may I ask my hon. Friend to look in particular at recommendation 4 in the final report, about responsibility for safety going to one local authority; and, in the interim report, at the important recommendation that police radio systems be improved?

Mr. Hurd: I should like to reflect further on the first point. I fully agree with the second. We are following that up.

Mr. Toby Jessel (Twickenham): Can my right hon. Friend give any figures for disturbances in the current season? Will he take note of the contrast between the rather better standard of conduct that one might find at a rugby football ground, such as Twickenham, and the rather lower standard of behaviour at some soccer grounds?

Mr. Hurd: I would not dream of entering on the second comparison, because I think that I could not easily escape from it.

On the first point. I have given the House the figures that I have, which are in terms, not so much of disturbances, as of arrests and ejections. I think that that is the handiest way of giving the figures. I have done that in respect of both the Metropolitan police district and Greater Manchester. They show a welcome improvement.

Mr. Harry Ewing (Falkirk, East): I echo the word of caution that my right hon. Friend the Member for Blaenau Gwent (Mr. Foot) entered. There is a danger that we could impose conditions on clubs—be they football, rugby or cricket clubs—which the clubs simply could not meet financially, and we would not achieve anything by putting them out of existence. Is the Home Secretary seriously suggesting that we should designate clubs such as Stranraer, Cowdenbeath and Berwick Rangers in Scotland—where there is a total of never more than 300 or 400 people at the game? Would it not be better to continue with the present arrangement in Scotland whereby the grounds that are not designated are subject to crowd control limits by police on occasions when there are larger than normal sporting events?

Mr. Hurd: I am not sure that the hon. Gentleman has grasped what I was announcing, and I do not blame him—it is complicated. Almost all the big football and rugby league fields are already designated. What I have announced today will cover about eight cricket grounds, about 20 rugby union grounds, about 18 football grounds outside the league in England and Wales, and I think about 25 in Scotland, but the test is a capacity of over 10,000. Most of these grounds are for designation, and all these grounds have been covered as a result of the inspections that took place after May last year. I imagine that in the great majority of them any necessary work is already in hand or is being planned. What I have announced about designation, and what Mr. Justice Popplewell recommended in this respect, is a completing and tidying up operation, rather than a large new development.

Mr. John Carlisle (Luton, North): Will my right hon. Friend accept the conclusion in paragraph 4.86 that the effect of the Sporting Events Control of Alcohol etc. Act 1985—about which there has been a chorus this afternoon, quite rightly—on clubs will be “little short of disastrous”? Will he appreciate that this revenue which is not coming into the game could have been used for the improvement of grounds? Will he give urgent consideration to a review of the Act? If he does not act well before the end of the season, plans will be laid for next season which will have the same effect and that money will not be available for the clubs. May we please have an early debate on the whole subject?

Mr. Hurd: I understand the force of what my hon. Friend says. As he rightly points out, it was endorsed by Mr. Justice Popplewell and, indeed, by at least two Opposition Members, so we shall certainly have to come back to this. What I would ask is that the clubs give us more precise facts and figures to back up their argument.

My hon. Friend put the question of a debate to the Leader of the House during business questions, and I shall be in touch with my right hon. Friend about it. However, I should not like to make any definite promise, given that there will be other opportunities to discuss several aspects of the matter, including the one mentioned by my hon. Friend.

Mr. Terry Lewis (Worsley): Further to the reply to my hon. Friend the Member for Stalybridge and Hyde (Mr. Pendry), and touching upon the question asked by the hon. Member for Luton, North (Mr. Carlisle), there was a firm promise by the Minister of State that there would be a review and a report would be made halfway through the

Session. We are now over halfway through the session, people are making plans and revenue will be lost between now and the end of the season in advance bookings for executive boxes. The Minister of State and other Members have visited Manchester United and seen the problem. I believe that a firm promise was made to that club. I urge the Home Secretary to move rather faster than he is now indicating to the House he intends to do.

Mr. Hurd: I think that what I indicated to the House is on all fours with what my hon. Friend said previously. That is what he said we would do, and that is what we are doing. We will give our conclusions while the Public Order Bill is before the House. The hon. Gentleman should have a word with his right hon. Friend the Member for Gorton about the attitude of the Opposition Front Bench on this matter.

Mr. Nicholas Soames (Crawley): I draw my right hon. Friend's attention to page 60 at 5.90, where it says at subparagraph II (a):

“Thus those not particularly given to violence witness violence in others and see it being exercised, without let or hinderance.”

Does my right hon. Friend agree that the conduct of the players in this case is regularly far from exemplary? They jump all over each other, they hug and kiss each other, and they fight each other. It is not conducive to good conduct on the terraces. Will he see what he can do, in consultation with the Football Association, to tighten discipline in this respect?

Mr. Hurd: I think that it would be a little difficult to draft a clause to cover all the activities to which my hon. Friend refers. This clearly must be a matter for those within the sport, and I am sure that they will have noticed what Mr. Justice Popplewell has said, and the way in which my hon. Friend has endorsed it.

Mr. Robert MacLennan (Caithness and Sutherland): Why has the Home Secretary not accepted Mr. Justice Popplewell's strongly expressed view that the safety of undesignated buildings and stadia should be the responsibility of one authority? The right hon. Gentleman says that he has powers to deal with emergencies while inspections are being carried out, but Mr. Justice Popplewell doubted whether all indoor activities, in Scotland in particular, were covered by such powers, and he asked for a review of the powers. Has that review been set in train?

Mr. Hurd: We are reviewing that aspect. We are in a difficulty over timing, because there is a strong case for revising the 1971 Act in relation to fire safety and control. We are in the middle of doing that and we might ask the House to consider proposals during this Parliament. Mr. Justice Popplewell's proposal for further use of the 1971 Act comes in the middle of the review, so that an awkwardness is caused. If the hon. Gentleman studies my complicated statement he will see how we are trying, procedurally, to find a way through that awkwardness, which involves indoor sports as well as others. I have neither accepted nor rejected the proposal which the hon. Gentleman mentioned at the beginning of his question, so we shall come back to it.

Mr. James Couchman (Gillingham): I do not want to do the question of money to death, but the great aspiration of the club in my constituency is promotion from the third to the second division. It does not pay high wages, and it

pays no large transfer fees. It is a responsible club, which has taken on many recommendations, but the Popplewell recommendations will put further severe financial restraints on its activities. Will my right hon. Friend and the Chancellor of the Exchequer consider the possibility of giving back to football more of the money that goes to the football pools?

Mr. Hurd: That is a long-standing suggestion, supported by aficionados of the game, but it does not seem to be making much headway. My hon. Friend should obtain the facts and figures for his club, to illustrate the difficulties which he foresees. The work that my hon. Friend the Under-Secretary of State has accomplished with his working group suggests that necessary work in the 92 areas on which he has been concentrating can be undertaken with existing resources, but the sports councils and my hon. Friend are available to advise on how necessary work can be done.

Mr. Tam Dalyell (Linlithgow): May I praise the imaginative way in which the Popplewell inquiry went about its work. May I also draw attention to the sad story of the opaque glass panels mentioned in paragraph 4.88, because Scotland's leading club, Heart of Midlothian, has had to erect a panel so that people having a drink cannot watch the game. Is that not absurd? How much will clubs lose if something is not done about the stormy and difficult problem of executive eating places? What about the "casuals" mentioned in the report?

Mr. Hurd: The hon. Gentleman asks about loss of revenue because of the rules for executive boxes. I am asking for the figures. I have anecdotal figures, but we need more if we are to overcome the equity objection. We are being asked from several parts of the House to distinguish between people in executive boxes and people on the terraces. We do not want to create the impression that people in executive boxes are more law-abiding than the many thousands—the majority—on the terraces. I am not endorsing the argument, but summarising the argument that prevails, not least because of the advocacy of the right hon. Member for Gorton when the Bill was being discussed. We must examine the matter again when we have the necessary figures.

I had not heard of the "casuals" until my attention was drawn to the relevant paragraph in the report. I understand from Scottish colleagues that there is close co-operation between the police in Scotland and the clubs in dealing with that serious mischief.

Mr. Tony Favell (Stockport): A compulsory system under which one must produce a membership card before entering a ground is clearly impracticable, especially at large grounds. Does not the difficulty and expense of such a system demonstrate the desirability of having national identity cards for everyone? In view of hon. Members' interest in everything European, I remind the House that many countries in Europe operate a national identity card system.

Mr. Hurd: That suggestion is made in various contexts these days. Any Government would have great difficulty in persuading Parliament of the need for such a restriction. Limited but welcome progress has been made by the Football League and by clubs in introducing membership card systems which cover at least 50 per cent. of ground capacity. That is what the football authorities asked them

to do. Particularly because of the proposal for exclusion orders which the football authorities have welcomed, and because we are doing our bit in the Public Order Bill to help, we hope that the clubs will do their bit to accelerate and perhaps take more seriously the membership card system proposal.

Mr. Gavin Strang (Edinburgh, East): Is the Home Secretary aware that the answers that he gave to my right hon. Friend the Member for Blaenau Gwent (Mr. Foot) and to other hon. Members on both sides of the House show a certain complacency towards the financial crises affecting clubs in England and Wales, and particularly those in Scotland? Does he accept the importance of the football game to our people? Does he recognise that it is not just a matter for the Chancellor of the Exchequer or the Secretary of State for the Environment, because he has responsibility for securing money, either through public subsidy or from the football pools, to help clubs to improve their grounds for safety and other reasons?

Mr. Hurd: The hon. Gentleman neglects an additional principle, which is that when any body offers entertainment or sport to the community its basic responsibility is to ensure that the entertainment or sport is conducted in safe conditions. That is a basic, underlying responsibility of those taking the initiative and organising the game or entertainment.

However, realising that there might be a problem, my hon. Friend the Under-Secretary took the initiative on football in his working group, which suggested that it would be wrong to exaggerate the scale of the problem. It would also be wrong to exaggerate the new requirements or impositions which I announced today. There may be a problem in some cases and that is why my hon. Friend and the sports councils are available for consultation.

Mr. Richard Hickmet (Glanford and Scunthorpe): May I draw my right hon. Friend's attention to paragraph 5.87 and Mr. Justice Popplewell's conclusion that the evidence does not support the proposition that unemployment and violence at football grounds are connected? People will expect the courts to hand out adequate sentences to violent offenders, so does not that proposition have significance when we discuss the problem of violence generally?

May I also put in a plea for small football clubs, such as Scunthorpe United, which is operated by people who are not after profit? That club's capacity might be over 10,000, but the gate is usually less than 2,000. Onerous financial obligations will be placed upon such clubs through having to take new fire and safety precautions.

Mr. Hurd: I am glad that my hon. Friend has drawn attention to paragraph 5.87 of the report. As regards the football club in his constituency, I repeat the advice that I have given to others. If the capacity at the ground is much greater than the numbers who go to the ground, the club may well have the option to restrict its capacity and so come below the level. That is the type of semi-technical problem on which the club may well need advice, and which it will receive.

Mr. John Ryman (Blyth Valley): As one of the leading football clubs in the country, Blyth Spartans, is in my constituency, may I ask the Secretary of State to consider one point which has not been dealt with? This is the question of enforcement. He no doubt appreciates from

[Mr. John Ryman]

his earlier experience as Minister of State, Home Office the great difficulties that racecourses have in enforcing exclusions on people who have been warned off racecourses for nefarious reasons. What specific proposals does the Secretary of State have to ensure that football clubs are able to enforce entrance bans to their grounds?

Mr. Hurd: One will never achieve 100 per cent. enforcement. However, as the arrangements to deal with such problems grow—closed circuit television and the circulation of photographs—people will be increasingly deterred from the kind of hooliganism which mars the game.

Mr. Peter Bruinvels (Leicester, East): I welcome the national membership scheme, and Leicester City was one of the pioneers in instituting it.

May I draw my right hon. Friend's attention to paragraphs 4.77 and 4.84 of the report. Paragraph 4.77 refers to drink inside a spectator at a football ground. Is my right hon. Friend aware of the difficulties that face the grounds at the moment when so-called supporters stop off at the nearby garages and motorway service stations and tank up, not only with petrol, but with alcohol? Surely the way to deal with this problem is to withdraw the off-licence.

Paragraph 4.84 of the report refers to the closure of pubs. The police can request that a number of pubs round the football ground be closed. The police do not request the closure of supermarkets and off-licences, except in exceptional circumstances. Enforcement should be made to prevent any alcohol being available outside the ground.

Mr. Hurd: The Sporting Events (Control of Alcohol Etc.) Act 1985 gives local magistrates considerable powers in these matters. It is for the police and for the magistrates, in each locality, to study what happens there and to work out a system to use their powers effectively.

Mr. Mark Carlisle (Warrington, South): I apologise to my right hon. Friend for being absent when he made his statement. It is apparent from the questions that have been asked that Mr. Justice Popplewell's proposals will impose financial obligations on the football clubs. I hope my right

hon. Friend will not close his mind to the proposals made by the hon. Member for West Bromwich, East (Mr. Snape) to widen the horserace betting levy to a general betting levy for the good of all sport. Many feel that there is merit in that proposal.

Mr. Hurd: That is an interesting proposal, which goes fairly wide. I hope that my right hon. and learned Friend and the House will not gallop away with the idea that there are no resources available for this purpose. I have already mentioned the Football Grounds Improvement Trust. I gather that the sum of £8 million has been made available to the trust for the purposes of which we have spoken. That is a substantial annual sum. The great bulk of the work of designation has been done, so there are limits to the scale of the problems that worry hon. Members.

Mr. Kaufman: I wish to deal with section 3(3) Sporting Events (Control of Alcohol Etc.) Act 1985. The Home Secretary says, fairly, that he comes fresh to these matters. When we were consulted by his predecessor on the draft Bill we insisted upon equity, and his right hon. and learned Friend, after considering the possibilities, chose the form of equity that is in the Bill. When other forms of equity were later broached with him he set his face against them and, as a result, we have the Bill in its present form. As I said in the later stages, the implication of that equity has been financially troubling to the football clubs.

I repeat the words of my right hon. Friend the Member for Birmingham, Small Heath (Mr. Howell). We continue to insist on equity, but we are content with the proposals of Mr. Justice Popplewell and I wish to say that specifically today. However, this matter should be reconsidered. It appears that the Secretary of State intends that changes in this matter will be in an amendment to the Public Order Bill as it travels through the House. I suggest that it would be appropriate, at a time that the Secretary of State considers suitable, to enter into discussions so that we can arrive at a form of equity that is of assistance to the football clubs.

Mr. Hurd: I am grateful for that helpful intervention. It certainly clarifies something which has hitherto been somewhat obscure. Let us discuss this when the time comes.

16.1.86

TO BE CHECKED
AGAINST DELIVERY

POPPELWELL FINAL REPORT:
HOME SECRETARY'S STATEMENT

1. With permission, Mr Speaker, I should like to make a statement on the Final Report of the Inquiry into Safety and Control at Sports Grounds under the chairmanship of Mr Justice Popplewell which was published today. The House will recall that the Inquiry was established following the fire at Bradford City football ground and the events at Birmingham City on 11 May 1985.
2. Now that the Inquiry's work is completed, my Rt Hon friend the Secretary of State for Scotland and I renew the Government's gratitude to the Chairman and his two assessors for the speed and conscientiousness with which they have discharged their difficult task. In addition to dealing with the events at the Heysel stadium in Brussels on 29 May and discussing the causes of hooliganism, the Final Report makes fifteen recommendations on, separately, crowd safety and crowd control.
3. On crowd control, there are a number of recommendations about the maintenance of order at football grounds: wider powers of police search and arrest; a new offence of disorderly conduct at sports grounds, and a review of the recent alcohol legislation as it applies to executive boxes. Continued progress with membership schemes is also recommended.

/The Police and ...

4. The Police and Criminal Evidence Act which came into force on 1 January has already extended the police powers of search and of arrest in ways which will help them deal with troublemakers at football grounds. I shall examine Mr Justice Popplewell's recommendations for further powers when we see how the new Act works in practice.

5. On disorderly conduct, the Public Order Bill now before the House seeks to create a new offence which will cover hooliganism in football grounds as elsewhere. I shall consider carefully the recommendation for a wider offence when we see how the offence in the Bill works in practice.

6. The Government has already taken a number of steps to deal with forms of misconduct about which Mr Justice Popplewell expresses particular concern. The Public Order Bill seeks to implement a recommendation in his Interim Report that the possession of smoke bombs and similar devices at sports grounds be made an offence. We have taken action to ban some other items which may be used as missiles. The alcohol legislation which was passed in the summer makes it an offence to be in possession of a drinks can or bottle in any area of the grounds from which the pitch may be viewed directly.

7. During the Parliamentary proceedings representations were made about the effect on the revenue which clubs derive from

/executive boxes

executive boxes. The Government undertook to monitor the situation, and I have received some information from the Football League and representations from a number of Rt Hon and hon Members. I have asked for more information from the football authorities and will wish to consider that carefully, in the light of the Inquiry's recommendation, before deciding whether to allow some relaxation of the controls on alcohol in executive boxes. I shall report my conclusions to the House while the Public Order Bill is before Parliament.

8. On membership cards, I fully endorse Mr Justice Popplewell's recommendation. The Public Order Bill contains provisions to enable the courts to ban convicted football hooligans from attending matches. This shows our determination to do what we can to keep troublemakers away from football grounds, and to restore the good name of British football. It needs to be matched by equally determined action by the football clubs and the football authorities. My Rt Hon friend the Prime Minister has emphasised to them the value of an effective membership card system. The football authorities have made some progress on this. In the light of the exclusion order scheme in the Public Order Bill I hope that they will now redouble their efforts.

9. I turn to crowd safety. We accept the need to strengthen urgently the measures already announced by and taken following my predecessor's statements on 13 May and 24 July.

/10. We accept

10. We accept the recommendation that all sports grounds and sports stadia in England and Wales with accommodation for more than 10,000 spectators and where Association Football, Rugby League, Rugby Union and Cricket is played which are not already designated under the Safety of Sports Grounds Act should be so designated. Consultations will begin immediately with the sports authorities and organisations concerned with a view to introducing the necessary Orders as quickly as possible, but in any event by the summer of this year.

11. In Scotland my Rt Hon friend intends to introduce similarly, as soon as practicable, an Order designating stadia of clubs with accommodation for more than 10,000 spectators in the First and Second Divisions of the Scottish Football League.

12. We accept the principle of the recommendations that safety controls should be extended to all sports grounds and stadia with stands for over 500 spectators, and to indoor sports facilities with accommodation for over 500 spectators where adequate controls do not already exist. We need more facts. Present centrally-held information is limited to stadia and grounds with accommodation for 5,000 or more, and indoor premises with an overall capacity of more than 1,000. The first step will be to establish the full practical effects of these recommendations. All relevant local and fire authorities in England, Wales and Scotland are to be invited to inspect all such stands and premises not previously inspected and report upon them to my Rt Hon friend and myself. Powers are immediately available under both the Safety of Sports

Grounds Act and the Fire Precautions Act to deal with any exceptional hazard which might be found in the course of the inspections. Similarly, chief fire officers and firemasters will be invited to keep under review the places they inspected under previous initiatives last year with the object of maintaining safety standards at those places.

13. When we have considered these inspections we shall quickly issue a consultative document and propose ways of achieving the objectives of the Inquiry's Final Report, fitting this into the review already under way on the future of the Fire Precautions Act. Further legislation may well prove necessary. There will be no avoidable risk meanwhile because any necessary emergency action can be taken under existing powers.

14. So far, the figures this season show a marked improvement in the number of arrests and ejections from football grounds. Our measures against hooliganism should have a cumulative effect. But it is too soon to be satisfied. We have to deal not only with hooliganism but with safety; not only with football grounds but with sports grounds in general. Thanks in large part to Mr Justice Popplewell I believe we are on the right track.

(P. 12.11.11.)

Will there be any financial assistance to football clubs?

The Minister for Sports Working Group considering the financing of safety improvements work has confined itself to Football League grounds - ie the 92 grounds at which the "professional" game is played. The composition of the Group ie only football authority representatives has restricted its scope to League Football. It could therefore consider the cases of the further 18 football grounds liable for designation.

The Working Group's preliminary conclusions on the financing of safety work at the 92 Football League grounds is that the clubs, together with the Football Ground Improvement Trust (FGIT) will be able to fund the cost of the work over a 5 year period. FGIT is funded by the Football Trust which in turn is funded by the Football Pools Promoters Association. FGIT has not, thus far, agreed to grant aid clubs outside the Football League. Neither cricket nor rugby (union and league) have the funding of an organisation like FGIT.



*Spent.
15 PM*

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref: B/PSO/10270/86

Your ref:

16 January 1986

Dear Mark,

MR JUSTICE POPPLEWELL'S FINAL REPORT

Thank you for sending Robin Young and Phil Dykins a copy of your letter of 13 January to William Fittall. I have now also seen your letter of 15 January to William.

In the light of William's letter of 14 January to you, Mr Baker and Mr Tracey consider that the Home Secretary's draft statement covers the Prime Minister's and their concerns about the balance of the statement and the affirmation of Mr Justice Popplewell's recommendations on membership cards.

The Report's recommendations on membership cards and its concerns about "new hooligans", which the Prime Minister has noted as particularly important, will be taken on board at the next meeting (12 February) of Mr Tracey's Working Group on measures to combat hooliganism. (A meeting of the Finance Working Group is also scheduled for February).

As the Working Group meeting is near, the Prime Minister may decide a No 10 meeting is not needed. Regarding her own intervention, we would advise that there is a leadership vacuum in the Football League at present. Restructuring of the League - leading, inevitably to a New President - will take place in March. We may be better able to pursue our concerns about progress on membership cards with a new regime. My Secretary of State and Mr Tracey would be happy to report on developments after the February meetings.

Yours ever.

BH Leonard.

B H LEONARD
Private Secretary

Mark Addison Esq

HOME AFFAIRS: Football Hooliganism: Pt 5





CCBG
PRIVY COUNCIL OFFICE
WHITEHALL, LONDON SW1A 2AT

NBPM
16 January 1986

Dear Douglas

at Hap.

POPPLEWELL INQUIRY IN SAFETY AND CONTROL AT SPORTS GROUNDS

You wrote to me on 19 December with a copy of the final report of the Inquiry into Safety and Control at Sports Grounds. Your letter sought the agreement of H Committee to your proposals for its handling.

First, as far as your recommendations in relation to safety and crowd control are concerned, you will have seen the letters from Quintin Hailsham of 23 December, from Kenneth Baker of 7 January, from Nick Edwards of 8 January and from Kenneth Clarke of 8 January all agreeing with your proposals. You will also have seen George Younger's letter of 7 January accepting your proposals but indicating that he would intend to make some modifications as far as application in Scotland is concerned and also making some points on presentation. John MacGregor in his letter of 7 January states that he too is content provided you are able to meet his conditions on the public expenditure implications. Finally, I understand that although the Prime Minister initially had some reservations as to whether the proposed response had the right balance she has been reassured by the draft of the statement your Private Secretary circulated with his letter to Mr Addison of 14 January and is now content for you to proceed as you proposed. You may therefore take it you have H Committee agreement to proceed as you intend in these areas provided you can accept George Younger's and John MacGregor's points.

The other issue you raised is the question of removal of the restrictions on the sale of alcohol in executive boxes. The report recommends the removal of such restrictions, you wish to accept this and you have strong backing from Kenneth Clarke. But Kenneth Baker has raised a particular point over the timing. I understand that in the light of the views expressed to you by him and by the Prime Minister on this point you are prepared to agree that it might be too early and convey the wrong impression to give any concession in relation to alcohol in executive

The Rt Hon Douglas Hurd MP

HONG KONG P+S
Football Hongkongers

boxes, and that accordingly you do not now propose to announce such a relaxation at this stage. I understand that instead you will say that you are waiting for further information from the football authorities, which will be considered; that you will report your conclusions to the House while the Public Order Bill is before Parliament; and that the Prime Minister, Kenneth Baker and Kenneth Clarke are all content with this approach. You may therefore take it you have H Committee agreement to proceed as proposed.

I am sending a copy of this letter to the Prime Minister, the Secretary of State for Foreign and Commonwealth Affairs, the members of H Committee, the Parliamentary Under Secretary of State, Department of the Environment (Richard Tracey) and Sir Robert Armstrong.

gms
gms





HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

15 January 1985

MEH

Mr Flesher

In Folder
Attached.

The Home Secretary thought that the Prime Minister and Cabinet Colleagues would wish to have the enclosed copy of the Final Report by Mr Justice Popplewell into Crowd Safety and Control at Sports Grounds which is to be published at 10.00 am tomorrow 16 January 1986.

Copies of this letter go to the Private Secretaries of Cabinet Members, the Attorney General, the Chief Whip and Sir Robert Armstrong.

SARLES

SUSAN REX
Assistant Private Secretary

Tim Flesher Esq





10 DOWNING STREET

From the Private Secretary

15 January 1986

Dear William

MR. JUSTICE POPPLEWELL'S FINAL REPORT

Thank you for your letter of 14 January, attaching the draft of a statement which the Home Secretary proposes to make tomorrow. The statement had been drawn up in the light of my earlier letter of 13 January.

The Prime Minister has seen the draft statement, and is now content with it.

BF | I should be grateful, in due course, for advice from you on the Prime Minister's suggestion, conveyed in my earlier letter, that it would be useful to take stock of the present position in a further meeting under her chairmanship with the Football Association and the Football League.

I am copying this letter to Joan MacNaughton (Lord President's Office), Robin Young (Department of the Environment), Robert Gordon (Scottish Office), Colin Williams (Welsh Office), Jim Daniell (Northern Ireland Office), Richard Broadbent (Chief Secretary's Office, H.M. Treasury), Phil Dykins (Mr. Tracey's Office, Department of the Environment) and Michael Stark (Cabinet Office).

Z or

Mark Addison

(Mark Addison)

W.R. Fittall, Esq.,
Home Office.

281

PRIME MINISTER

FINAL POPPLEWELL REPORT

The Home Secretary has looked again at his proposed response to the final Popplewell Report in the light of your concerns about lack of balance.

I also attach the correspondence which has come in from other Departments. The material is arranged as follows:

Flag A: The Home Office letter of today's date attaching a draft oral statement to be issued on Thursday, drawn up in the light of your reaction to his earlier proposals.

Flag B: The Home Secretary's earlier letter dated 19 December, with the Popplewell Report itself; and his letter explaining how the relaxation for executive boxes is to be achieved.

Flag C: A letter from the Lord Chancellor indicating he is content with the Home Secretary's earlier proposed response to the Report; a letter from the Secretary of State for Scotland (also agreeing in general terms with the Home Secretary's line).

Flag D: Letters from Kenneth Baker indicating his concerns about relaxing the alcohol regime in executive boxes.

Flag E: Letters from Kenneth Clarke arguing in favour of the Home Secretary's proposals on executive boxes.

Colleagues generally, with the exception of DOE, therefore agreed to the Home Secretary's earlier line. The key change in his revised proposals is the decision not to announce any relaxation in the control of alcohol in executive boxes. He is, however, committed to reviewing the operation of the Act in this area, and he proposes to report his conclusions

conclusions to the House while the Public Order Bill is before Parliament. He would consult you before any announcements were made.

The Home Secretary's draft statement now also includes a firm affirmation, as you requested, of the Popplewell conclusions on membership cards, (paragraph 8).

The Home Secretary's statement also indicates that he accepts either the specific recommendations in Popplewell, or the principle of them, so far as crowd safety is concerned. On hooliganism, the Home Secretary notes what has already been achieved (the alcohol legislation; the provisions of the Public Order Bill to make official all smoke bombs, etc., as an offence; the new disorderly conduct offence in the same Bill; and the extended powers of search in the Police and Criminal Evidence Act). The Home Secretary believes that these new provisions need to be given a chance to work before any further action is taken. (He might also have mentioned his agreement to retain a life sentence as the new penalty for riot.)

The Home Secretary's revised proposals will, I think, be acceptable to you in substance. But the text of his statement is still rather dry, and does not give much sense of the Government's determination.

You may therefore like to indicate that, while you are now content with the draft as far as it goes, you would prefer that it be toughened in tone to reflect the Government's continuing determination to tackle the menace of hooliganism, and to ensure the safety of spectators, as vigorously as possible.

*Perhaps having
got some change I
we had better leave
well alone!
m*

MEA

MARK ADDISON



CCBG
A
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

14 January 1986

Dear Mark

MR JUSTICE POPPLEWELL'S FINAL REPORT

You wrote yesterday conveying the Prime Minister's views on the Home Secretary's letter of 19 December to the Lord President and H colleagues.

I enclose a draft of the statement which the Home Secretary proposes now to make. He hopes its terms will reassure the Prime Minister.

The Home Secretary fully appreciates the need to ensure that no impression of relaxation is given in the fight against football hooliganism. Such an impression would of course be false. In addition to the alcohol legislation last session, the Public Order Bill contains a number of specific steps to assist in dealing with hooliganism, in particular the exclusion order scheme, the controls on public assemblies, the offence of disorderly conduct, the new offence of being in possession of a smoke bomb or firework (which implements a recommendation in the Interim Report) and the extension of the alcohol controls to minibuses. The offence of disorderly conduct has been deliberately defined in a stronger way than was proposed in the White Paper.

The Home Secretary is prepared to agree, in the light of the views of the Prime Minister and the Secretary of State for the Environment, that it may be too early, and convey the wrong impression, to give any concession in relation to alcohol in executive boxes. Accordingly he does not now propose to announce any such relaxation at this stage. He will say that he is awaiting further information from the football authorities, which will be considered, and will report his conclusions to the House while the Public Order Bill is before Parliament. This will fulfill the undertaking given during proceedings on the Sporting Events (Control of Alcohol Etc) Act. The Home Secretary will consult the Prime Minister before any announcement is made.

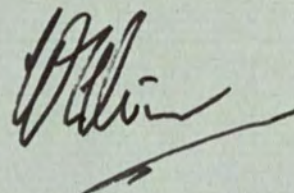
On membership cards, the Home Secretary proposes to say - as you will see - that he fully endorses Mr Justice Popplewell's recommendation. Last month we wrote to the Secretary of the Football League on the Home Secretary's behalf to press for further progress on membership cards. The Home Secretary thinks that the Prime Minister may like to see that letter. We have not yet received a reply.

Mark Addison, Esq

As to safety, the effect of the statement is to endorse and act upon the Final Report's recommendations as quickly as practicable. The Government can point to a good record in its responses since the original fire, and the Home Secretary believes that any remaining Parliamentary concern will be allayed by the tone of the statement. It should leave no-one in any doubt about the Government's intentions or resolve. As the Lord President knows, the Home Secretary has already asked for a place in next year's legislative programme for a Bill on fire and crowd safety.

I am sending copies of this letter and its enclosure to the recipients of yours, and also to Robert Gordon (Scottish Office), Colin Williams (Welsh Office), Jim Daniell (NIO) and Richard Broadbent (Treasury. Copies of the enclosure are being sent separately to the Whips' Offices. It is planned in the usual way to repeat the statement the same day in the Lords.

Yours ever



W R FITTALL

DRAFT

POPPELWELL FINAL REPORT:

HOME SECRETARY'S STATEMENT

1. With permission, Mr Speaker, I should like to make a statement on the Final Report of the Inquiry into Safety and Control at Sports Grounds under the chairmanship of Mr Justice Popplewell which was published today. The House will recall that the Inquiry was established following the fire at Bradford City football ground and the events at Birmingham City on 11 May 1985.
2. Now that the Inquiry's work is completed, my Rt Hon friend the Secretary of State for Scotland and I renew the Government's gratitude to the Chairman and his two assessors for the speed and conscientiousness with which they have discharged their difficult task. In addition to dealing with the events at the Heysel stadium in Brussels on 29 May and discussing the causes of hooliganism, the Final Report makes fifteen recommendations on, separately, crowd safety and crowd control.
3. On crowd control, there are a number of recommendations about the maintenance of order at football grounds: wider powers of police search and arrest; a new offence of disorderly conduct at sports grounds, and a review of the recent alcohol legislation as it applies to executive boxes. Continued progress with membership schemes is also recommended.

/The Police and ...

4. The Police and Criminal Evidence Act which came into force on 1 January has already extended the police powers of search and of arrest in ways which will help them deal with troublemakers at football grounds. I shall examine Mr Justice Popplewell's recommendations for further powers when we see how the new Act works in practice.

5. On disorderly conduct, the Public Order Bill now before the House seeks to create a new offence which will cover hooliganism in football grounds as elsewhere. I shall consider carefully the recommendation for a wider offence when we see how the offence in the Bill works in practice.

6. The Government has already taken a number of steps to deal with forms of misconduct about which Mr Justice Popplewell expresses particular concern. The Public Order Bill seeks to implement a recommendation in his Interim Report that the possession of smoke bombs and similar devices at sports grounds be made an offence. We have taken action to ban some other items which may be used as missiles. The alcohol legislation which was passed in the summer makes it an offence to be in possession of a drinks can or bottle in any area of the grounds from which the pitch may be viewed directly.

7. That legislation was aimed at the link between alcoholism and hooliganism. The police believe that it is helping to deal with the problem of hooliganism. During the Parliamentary proceedings representations were, however, made about the effect

revenue which clubs derive from executive boxes. The Government undertook to monitor the situation, and I have received some information from the Football League and representations from a number of Rt Hon and hon Members. I have asked for more information from the football authorities and will wish to consider that carefully, in the light of the Inquiry's recommendation, before deciding whether to allow some relaxation of the controls on alcohol in executive boxes. I shall report my conclusions to the House while the Public Order Bill is before Parliament.

8. On membership cards, I fully endorse Mr Justice Popplewell's recommendation. The Public Order Bill contains provisions to enable the courts to ban convicted football hooligans from attending matches. This shows our determination to do what we can to keep troublemakers away from football grounds, and to restore the good name of British football. It needs to be matched by equally determined action by the football clubs and the football authorities. My Rt Hon friend the Prime Minister has emphasised to them the value of an effective membership card system. The football authorities have made some progress on this. In the light of the exclusion order scheme in the Public Order Bill I hope that they will now redouble their efforts.

9. I turn to crowd safety. We accept the need to strengthen urgently the measures already announced by and taken following my predecessor's statements on 13 May and 24 July.

/10. We accept

10. We accept the recommendation that all sports grounds and sports stadia in England and Wales with accommodation for more than 10,000 spectators and where Association Football, Rugby League, Rugby Union and Cricket is played which are not already designated under the Safety of Sports Grounds Act should be so designated. Consultations will begin immediately with the sports authorities and organisations concerned with a view to introducing the necessary Orders as quickly as possible, but in any event by the summer of this year.

11. In Scotland my Rt Hon friend intends to introduce similarly, as soon as practicable, an Order designating stadia of clubs with accommodation for more than 10,000 spectators in the First and Second Divisions of the Scottish Football League.

12. We accept the principle of the recommendations that safety controls should be extended to all sports grounds and stadia with stands for over 500 spectators, and to indoor sports facilities with accommodation for over 500 spectators where adequate controls do not already exist. We need more facts. Present centrally-held information is limited to stadia and grounds with accommodation for 5,000 or more, and indoor premises with an overall capacity of more than 1,000. The first step will be to establish the full practical effects of these recommendations. All relevant local and fire authorities in England, Wales and Scotland are to be invited to inspect all such stands and premises not previously inspected and report upon them to my Rt Hon friend and myself. Powers are immediately available under both the Safety of Sports

Grounds Act and the Fire Precautions Act to deal with any exceptional hazard which might be found in the course of the inspections. Similarly, chief fire officers and firemasters will be invited to keep under review the places they inspected under previous initiatives last year with the object of maintaining safety standards at those places.

13. When we have considered these inspections we shall quickly issue a consultative document and propose ways of achieving the objectives of the Inquiry's Final Report, fitting this into the review already under way on the future of the Fire Precautions Act. Further legislation may well prove necessary. There will be no avoidable risk meanwhile because any necessary emergency action can be taken under existing powers.

14. Finally on crowd safety, we intend to revise the Guide to Safety at Sports Grounds (the Green Guide) in line with the principles suggested by the Inquiry and to publish a new edition as soon as possible.



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT
18 December 1985

Dear Mr Kelly

I wrote to you on 16 December to acknowledge your letter of 11 December applauding the inclusion in the Public Order Bill of provisions dealing with exclusion orders and extending the alcohol controls to minibuses.

The Home Secretary was, as I said, glad to hear that you agree that these new powers will strengthen existing legislation, and he hopes, with you, that they will assist in the prevention and control of hooliganism. The Home Secretary has asked me, however, to remind you that when the possibility of an exclusion order scheme was raised by Mr Brittan at the Prime Minister's meeting on 30 July, representatives of the football authorities said that it would enable them to reconsider their position on membership cards, and that they would be urging a fresh approach on their associations.

The provisions in the Bill setting up an exclusion order scheme provide further evidence of the Government's determination to play its part in combatting football hooliganism. The Government continues to think that this needs to be matched by effective action on the part of the League and clubs to keep troublemakers away from matches, through the introduction of effective membership card systems. When the exclusion order scheme is brought into effect it needs to be matched, and bolstered, by action on the part of clubs to regulate entry to grounds. An effective membership card system will assist in the enforcement of exclusion orders, and equally exclusion orders will assist clubs in deciding who should be denied membership cards. They are mutually supporting.

The Home Secretary has asked me to say that he is aware that, following the Prime Minister's meeting on 30 July, the League and the Football Association have taken steps to introduce membership card systems in League clubs. He is grateful for all the efforts you and Mr Dunnett, and Mr Millichip and Mr Croker of the Football Association, have put into all this. He is aware of the difficulties of getting 92 League clubs to move together. He would be glad to have your assessment of how many clubs have now introduced membership card systems or are intending to do so. He would also be glad to know whether you see any room for further action by the League, following the publication of the Bill, on the membership card issue. He suggests that the clubs have a major interest in keeping troublemakers out of grounds, and that they need to demonstrate to the public

that they are prepared to play their part, with the Government and the police, by achieving entrance control through a membership card system. It must be in the long term interests of the game for troublemakers to be excluded.

These are matters which can no doubt be pursued in Mr Tracey's Working Group (of which, as you know, Mr Shaw, the Minister of State here, is a member). They are also likely to be referred to publicly in the Parliamentary proceedings on the Public Order Bill. But the Home Secretary would be glad if you would let him know the answers to the two particular points mentioned in the previous paragraph, namely how many clubs have introduced membership card systems or intend to do so, and whether you see any room for further action by the League following the publication of the Bill.

I am copying this letter to Mr Croker of the Football Association.

cc. Mr Pike
Mr Duke-Grove
Mr Belfall
Mr Hoagell
Mr Mower
Mr Bidkhorn

Yours sincerely
William Pittall

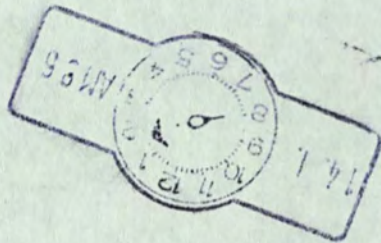
W R FITTALL

R H G Kelly, Esq., FCIS

HOME AFFAIRS

FOOTBALL HOOLIGANISM

PTS





ce AB E

Department of Employment
Caxton House Tothill Street London SW1H 9NF
Telephone Direct Line 01-213.....5949
Switchboard 01-213 3000

Rt Hon Douglas Hurd CBE MP
Home Secretary
Home Office
Queen Anne's Gate
London SW1H 9AT

13 January 1986

NBPM will
Foyler

Mr Douglas,

Thank you very much for sending me a copy of your letter of 7 January to Willie Whitelaw about the Popplewell recommendation to relax controls on alcohol in executive boxes and restaurants. I think your proposals are the minimum that we could do to remedy the present situation. In many grounds, tighter controls now extend to executive boxes than to any other part of the ground. I know of no history arising from the sale of alcohol within executive boxes and do not see any risk of abuse of the relaxation in future. It is somewhat pedantic to wait for comprehensive evidence of the adverse financial consequences of the restrictions we imposed, because it is quite obvious at many grounds that the clubs are losing revenue. That part of the Sporting Events (Control of Alcohol etc) Act 1985 was only forced upon us by the Opposition and it should be put on a more sensible basis at the first opportunity.

I fail to see any link between this issue and that of membership cards. Kenneth Baker in his letter implies that it could still be used as a lever to achieve better progress on cards. However, that could hardly be given publicly as an explanation of our hesitating on the recommendation, and it is difficult to find sensible reasons for disagreeing with Popplewell on this particular recommendation.

I am copying this letter to the Prime Minister, other members of H Committee, Richard Tracey, Sir Robert Armstrong and Sir George Engle.

J L.

KENNETH CLARKE

Football Hooley: Home Affairs 245.





CC BG

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

NBPM
entirely

B January 1986

Dear Howe Secretary,

POPPLEWELL REPORT
CONTROLS ON ALCOHOL IN EXECUTIVE BOXES AND RESTAURANTS

Thank you for sending me and Dick Tracey copies of your letter of 7 January to Willie Whitelaw setting out your proposals on the form of amendment to the alcohol legislation. Your letter crossed with mine of the same date in which I sought a delay in any decision on the Popplewell recommendation to relax the controls as they apply to executive boxes.

Let me say first that Dick and I continue to feel strongly that we should retain as much leverage as possible on membership cards. A recent report from the Football League shows that only about a dozen clubs (out of 43) will comply with the League's recommendations in the short term. Much may depend upon the restructuring of the League. New leadership may emerge. We need to keep up the pressure, and I should be very reluctant to see us give up a useful lever like the executive boxes exemption too readily.

On the form of the exemption, I must say that your proposal looks difficult to enforce. Surely it would be simpler and more logical to allow exemptions at the discretion of magistrates, as for other bars in grounds? I appreciate this might cause drafting difficulties, but it would seem more sensible.

I am copying this letter to the recipients of yours.

Approved by the Secretary of State and signed in his absence.

[Handwritten signature]

PS.

KENNETH BAKER

Home Affairs; F/Bail Hooijens; Pt





10 DOWNING STREET

From the Private Secretary

13 January 1986

MR. JUSTICE POPPLEWELL'S FINAL REPORT

The Prime Minister has seen your Secretary of State's letter to the Lord President of 19 December, together with the enclosed copy of Mr. Justice Popplewell's final report.

She is concerned that the Home Secretary's proposed response to the report does not have the right balance. She believes it would represent a relaxation of the action the Government took last year and that it would be coupled with the rejection of the Judge's strengthened proposals. If the Home Secretary nonetheless wishes to proceed in that way, the Prime Minister urges that he also affirm recommendation 15 on membership cards (paragraph 4.128 of the report which also points out that this is no time for complacency.) The Prime Minister believes that the Judge's conclusions on membership, and his views on the "new" football hooligans are particularly important and must be considered very carefully.

The Prime Minister believes that this final report should provide a basis for the Government to press ahead with measures to curb hooliganism and improve safety, and be seen to do so. She has suggested that it may be useful to take stock of the present position in a further meeting with the Football Association and the Football League, following the pattern of last year's meetings.

In the first instance, I think it would be helpful if an early meeting could be arranged to discuss the immediate question of the Government's response to the final Popplewell report, and I shall be getting in touch with you to arrange this. If we are not able to arrange a meeting, it would be helpful to have an early written response to the Prime Minister's concerns.

I am copying this letter to Joan MacNaughton (Lord President's Office), Robin Young (Department of the Environment), Phil Dykins (Mr. Tracey's Office) and Michael Stark (Cabinet Office).

MARK ADDISON

William Fittall, Esq.,
Home Office.



10 DOWNING STREET

THE PRIME MINISTER

I am concerned that S1 S proposals
do not have the right balance. They
represent a retention of what we did last
year, and are coupled with a rejection of
the Judge's strengthening proposals. If however
within nevertheless to go ahead this way I suggest
not strongly that he obtains recommendation
15 (para 4.128 - which points out that there
is no time for complacency) on membership schemes.
It is important that, and on the new football hospitals -
are excellent and we must press ahead and be
seen to do so. Having had to deal with this
though last year I know we must not relax now.
If we do, one more bad incident and we shall
be culpable. no

P.S. I suggest we discuss
with the same group as last year

PRIME MINISTER

*I hope we shall not accept CC BT
those provisions which allow nervous action
without, at the same time, accepting a liability
which is strongly recommended. i.e. 15% membership such
having been involved throughout
this business perhaps*

MR. JUSTICE POPPLEWELL'S FINAL REPORT

The final Popplewell report is attached at Flag A, and I may have the Home Secretary's advice on the Government's response to it the papers is at Flag B. *coming also to me.*

You will remember the interim report in July was a useful one, with recommendations both on safety (following Bradford) and on hooliganism (following Luton). The report was particularly helpful on membership cards, and in asserting that unemployment was not a convincing explanation for hooliganism. The Home Secretary in his response was able to refer to the Government's decision to designate clubs in Divisions 3 and 4 under the Safety of Sports Crowds Act 1975, to the inspection of grounds by Chief Fire Officers, to the introduction of the Sporting Events (Control of Alcohol) Bill, to the extra Home Office TV vans, and to the work leading to the adoption of the Council of Europe Convention on Spectator Violence. Closed circuit television has, of course, since then been much more widely installed.

22 Show a minute

So far this season, the Government's quick response, and the increased priority accorded to ground safety and control, seem to have worked very effectively.

Popplewell's final report makes a number of further recommendations on safety and crowd control. It is another interesting report, though you do not need to read it unless you wish to do so. A summary of the recommendations is at Chapter 6. If you wish to dip into it, you might look at the interesting historical material explaining how far back the problems go (Chapters 2 and 5) and the very helpful section on membership cards (4.107 to 4.127). Mr. Justice Popplewell robustly defends his earlier conclusions on the usefulness of membership card systems.

/In broad

In broad terms, the Home Secretary proposes to accept the thrust of the Popplewell recommendations on safety, and he proposes a rationalisation of the legislation in this area. On crowd control, the Home Secretary sees more difficulty. The three main recommendations are to give the police an unfettered power of search on entry to the ground; a retrospective power of arrest for threatening behaviour, etc.; and the introduction of an offence of disorderly conduct at football grounds. The Home Secretary believes the legislation already in hand under shape of the Public Order Bill, and the new Police and Criminal Evidence Act, need to be given a chance to work first.

The Home Secretary does, however, propose to accept the recommendation that executive boxes should be excluded from the restrictions on alcohol introduced in the 1985 Act.

The Home Secretary proposes to give the Government's response to the report in an oral statement next Wednesday, and to publish the report at the same time. The Public Order Bill Second Reading is on Monday.

Colleagues generally agree the Home Secretary's line. Dick Tracey, however, believes that agreeing the exemption for executive boxes now may be to throw away one of the few levers we have left to encourage football authorities and the clubs to be helpful, particularly on membership cards. The Home Secretary, on the other hand, believes that the Government is bound to come under pressure on this during the passage of the Public Order Bill, and that it would be better to accept the recommendation now rather than to have it forced out. He also has in mind the need if possible to accept some at least of the Popplewell recommendations on crowd control.

Hartley Booth's advice at Flag C is that it is too early to hand over another gift to the clubs without getting something in return (we have already conceded the exclusion /order

order point.) I think he is right. The League has signed up on cards to some extent, but the clubs are generally being backward, though Popplewell gives some interesting examples of clubs who have devised interesting schemes. It is not much of an argument that the Government should accept some of the Popplewell recommendations on hooliganism, when the one in question is concerned with relaxing controls. And though the Home Secretary has the job of explaining the Government's response in Parliament, it is Mr. Tracey who has to work on the clubs.

Agree:-

- (i) that you are generally content with the Home Secretary's line; but
- (ii) you do not believe now is the right time to accept a relaxation of the restrictions the Government has only recently introduced on the sale and possession of alcohol in grounds?

MEA.

MARK ADDISON

10 January 1986

LO3ASM

9 January 1986

POPPLEWELL REPORT - A PROBLEM

We agree with the Home Secretary's proposals as regards safety, search, arrest, and disorderly conduct. But there are three serious arguments against accepting the recommendation on executive boxes:

1. It will be seen by the press and our supporters as another example of one law for a privileged group and a tougher law for those who have to stand on the terraces.
2. Leaders of football should set an example.
3. It surrenders another lever for more membership cards.

The DoE agrees that it is untimely, though the Lord Chancellor is content with the Home Secretary's view.

If in the autumn clubs can prove that they lose a lot of money because no alcohol can be served in the boxes, then we should think again. We announced in Parliament last summer that we would review the situation. In the meantime, we recommend that you Private Office write to the Home Secretary warning him of the difficulty that acceptance of this recommendation would mean at the moment.

Hartley Booth

HARTLEY BOOTH



Department of Employment
Caxton House Tothill Street London SW1H 9NF
Telephone Direct Line 01-213 5949
Switchboard 01-213 3000

Rt Hon Douglas Hurd MP
Home Secretary
50 Queen Anne's Gate
LONDON
SW1H 9AT

8 January 1986

Dear Doug,

FILE WITH MEA

You wrote on 19 December about the handling of the Popplewell Inquiry report on safety and control at sports grounds. I am in agreement with the broad approach proposed.

The main interest of this department is in the role of the Health and Safety at Work etc Act 1974 in relation to sports grounds and other premises covered by the Inquiry. As both the Interim and Final Reports recognise, the overlapping interests concerned are complex and I fully agree that we should aim to achieve as much clarification as we can in considering how to amend the legislation concerned.

The Health and Safety Executive are already discussing the general area of fire safety with your department, as recommended in the Interim Report. Because of the coverage of the 1974 Act HSE will clearly need to be closely involved with any proposals to amend the Local Government (Miscellaneous Provisions) Act 1982 to cover indoor sporting venues. The wide scope of this Act already overlaps with powers and duties contained in a number of other Acts and further extension will need to be carefully considered to ensure a decrease rather than an increase in complexity. Modification and clarification of the Safety of Sports Ground Act 1975 should help resolve areas of uncertainty between that Act and the 1974 Act.

HSE will also have an interest in other aspects, including revision of the Green Guide and work on model Safety Certificates. The Health and Safety Commission is already proposing to allocate enforcement of the 1974 Act at sports grounds to Local Authorities.

On a separate point, I welcome your proposal to amend the recent legislation to permit the sale and possession of alcohol in executive boxes at football matches. This will end an obvious absurdity which damages respect for our 1985 Act.

I am copying this letter to recipients of yours.

KENNETH CLARKE

HOME AFFAIRS

FOOTBALL

HOOLIGANISM

P.T. 5





cc B/G
SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU

The Rt Hon Douglas Hurd, CBE, MP
Secretary of State for the Home Department
Home Office
Queen Anne's Gate
LONDON
SW1H 9AT

7 January 1986

Dear Douglas

POPPLEWELL REPORT

Thank you for sending me a copy of your letter of 19 December to Willie Whitelaw about the Final Report of the Popplewell Inquiry. WITH MGA

I confirm that I am content with the general approach that you propose. As regards extension of the controls under the 1975 Act, it seems to me that I should now bring the Scottish Football League (SFL) fully into line for safety purposes with the position of the Football League and not wait on the extended timetable which I agree we should adopt for bringing other soccer, rugby and cricket grounds under the controls. I therefore propose as a minor modification of your proposals to introduce as soon as practicable an order designating appropriate grounds of clubs in the first and second divisions of the SFL.

I agree that, for the reasons you summarise, it would be less than satisfactory to proceed at this stage with the extension of designation under the Fire Precautions Act 1971 that the Report recommends. So your concept of proceeding in accordance with the spirit, if not of the letter, of the Report seems to be a reasonable solution. There are, however, two points that may be worth noting. First, we are as yet still in the consultative stage over revision of the present system of fire safety certification; a number of the main interested bodies have not yet responded; and it is not at all certain that the weight of opinion will be in favour of the changes we have proposed. It would, I suggest, be prudent to word any statement on the Popplewell Report in terms which did not give the impression that the outcome of the consultation on the future of the 1971 Act was a foregone conclusion, regardless of the views made known in the consultative process.

Secondly, and following from this, it might be helpful, as a means of avoiding any charges of undue delay, if a clear signal could be given to sports authorities even at this stage that, whatever the outcome of the Government's wider consideration, their premises will be brought within the scope of either the 1971 Act system or whatever arrangements replace it.

E. R.
Most of the recommendations on crowd control do not apply to Scotland, where our breach of the peace offence is satisfactorily wide enough to deal with the various kinds of behaviour mentioned. I am content that you should not accept the recommendations relating to England and Wales and, in particular, I am glad that you are against the unfettered police power of search: I agree that we should not go further down this road in relation to football spectators than we have done for other and arguably more serious circumstances. I do not, however, see any need in Scotland to adopt your proposed amendment on alcohol in executive boxes.

I note that you will let me see an advance copy of your proposed statement and, in all the circumstances, I am content that it should cover Scotland as well.

I am copying this letter to the Prime Minister, other members of H Committee, Geoffrey Howe, Richard Tracey, Sir Robert Armstrong and Sir George Engle.

Yours ever,
George

HONG KONG AIR MAIL



FOOTBALL HOLOCAUST



QUEEN ANNE'S GATE LONDON SW1H 9AT

7 January 1986

Dear Willie,

UP

The file is being fwd to me tomorrow. MENT 7/1

POPPLEWELL REPORT:
CONTROLS ON ALCOHOL IN EXECUTIVE BOXES AND RESTAURANTS

In my letter of 15 December about the Final Report of Mr Justice Popplewell's Inquiry into Safety and Control at Sports Grounds, I said that I proposed to accept his recommendation that the provisions of the recent alcohol legislation be reviewed so as to permit the sale and possession of alcohol in executive boxes and restaurants at football grounds. I said that I proposed to bring forward an amendment to the alcohol legislation in the Public Order Bill, and was working out the form the amendment might take. I am now writing to set out my proposals on this.

The obvious way of permitting alcohol in executive boxes and restaurants within sight of the pitch is to extend the exemption order scheme established by the Sporting Events (Control of Alcohol Etc) Act 1985. This would however require some complicated amendments. The exemption order scheme at present applies only to the sale of alcohol, whereas at some clubs alcohol is brought in by box-holders beforehand, and no sale takes place. It would be necessary to introduce a new exemption order scheme to cover this situation, which would break new ground since the exemption would have to cover all the occupants of the relevant boxes (who would vary from match to match) instead of (in the case of sale) applying solely to the person selling the alcohol.

I am therefore inclined to take a different approach. The controls on the sale or possession introduced by the 1985 Act apply during a period from 2 hours before the match to 1 hour afterwards. In the cases of boxes and restaurants within sight of the pitch (but only in those cases) I propose to reduce this to a period from 15 minutes before a match until 15 minutes afterwards. Outside this period box-holders would be able to possess alcohol, and it could be sold (if a licence had been obtained). Inside the period no alcohol could be sold or possessed. The significance of this change would be that, while the ban would be retained during a match, box-holders would be able to entertain clients with a meal and a drink before a match, or afterwards, and the loss of revenue to clubs would be reduced. I would further propose to include in the Bill an order-making power which would enable me to reduce the period of control still further in later years (eventually to nothing) if the initial reduction, as set out in the Bill, were not abused and did not give rise to difficulties. This would provide an element of flexibility. It should also give some leverage in obtaining progress from the football authorities, for example on membership cards.

The Rt Hon The Viscount Whitelaw, CH, MC

If these proposals are acceptable to colleagues I would propose to refer to them, in general terms, in my oral statement on the Popplewell Report next week. I should therefore be grateful for any comments from colleagues by 13 January.

I am copying this to the Prime Minister, other members of H Committee, Richard Tracey, Sir Robert Armstrong and Sir George Engle.

Yours,

Douglas,



HONG KONG AFFAIRS PT4

FOOTBALL HOOLIGANISM



CEBG

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

D

NBPM chbshy

You are b'g fine
Known.

MSA 7/1

My ref:

Your ref:

7 January 1986

Jim Huplar,

Thank you for sending me a copy of your letter of 19 December to Willie Whitelaw setting out your proposals for handling the final report of the "Popplewell" Inquiry into Safety and Control at Sports Grounds.

I have no comments on your proposals regarding timing of publication, method of announcement, the safety recommendations and those to do with new legislative measures to combat hooliganism.

However, I am concerned about your proposal to announce, during the oral statement, that you will be bringing forward an amendment to the alcohol legislation in line with the report's recommendation about lifting restrictions on alcohol availability in executive boxes. There may be a good case for such an amendment, but I think its timing is worth considering.

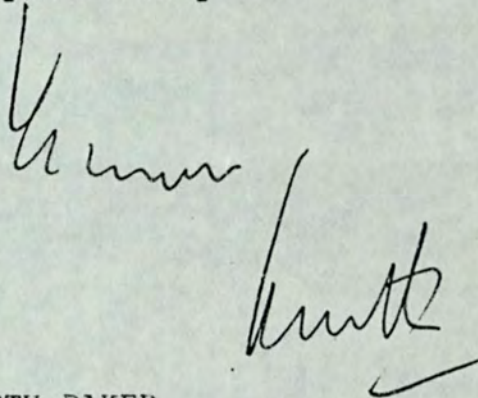
Dick Tracey and Giles Shaw have been discussing the desirability of delaying an announcement on this issue in order to put further pressure on the football authorities to make quicker progress with membership cards. There is no direct link between alcohol availability in executive boxes and membership cards or hooliganism. However this appears to be our one remaining lever for pursuing better progress on membership cards.

The loss of leverage afforded by possible changes in the alcohol legislation, coupled with the leadership vacuum within football as a result of their restructuring discussions, would make it all the more difficult to achieve the progress which we continue to seek on membership cards. It would also let the Football League off the requirement recently laid on them by Giles Shaw to provide comprehensive and convincing evidence of the adverse financial consequences of restrictions on executive boxes before we considered amendments to the legislation.

I understand that our officials have had preliminary discussions on these issues and on the most appropriate method of eventually amending the alcohol legislation to lift the restrictions. I gather that there are various possibilities still needing exploration, and this is another reason for delaying an announcement.

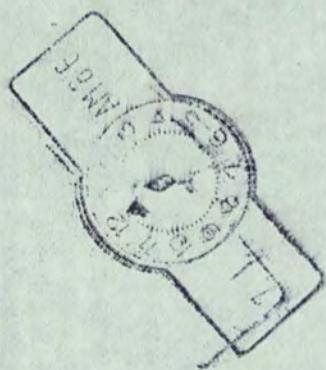
Given these concerns, I should be grateful if you would reconsider your proposed announcement of acceptance of this particular recommendation at this stage. I would prefer you to say that you will examine the question further.

A copy of this letter goes to recipients of yours.

A handwritten signature in dark ink, appearing to read 'Kenneth Baker', with a long horizontal stroke extending to the right.

KENNETH BAKER

Home Affairs : Football Hooligans in PT5





C
cc: JG
HOUSE OF LORDS,
SW1A 0PW

23 December 1985

WBM

Dear Douglas-

FINAL REPORT BY POPPLEWELL, J.

- See HEA to H.O.
20/12

Thank you for sending me a copy of your letter of 19th December 1985 to Willie Whitelaw enclosing this Report. I am content with your proposed approach.

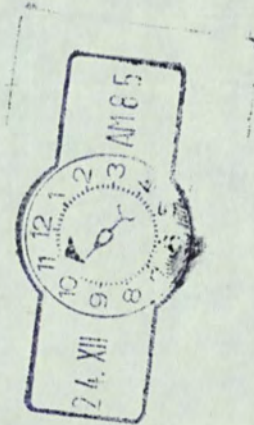
I am copying this to the recipients of your letter.

Yrs:

From: J. Popplewell
To: The Lord Chancellor
Date: 23 Dec 1985

The Right Honourable
Douglas Hurd, C.B.E., M.P.,
Secretary of State
for the Home Department

Home Affairs P5
Football Hooligans





fk

CHB

10 DOWNING STREET

From the Private Secretary

20 December 1985

POPPLEWELL

In Folder
Attached
To file

I have received a copy of the Final Report of Mr. Justice Popplewell. It arrived with no covering letter, though presumably it originated from the Home Office. I think it would be helpful to have a progress report from you on where matters now stand in relation both to the interim report and the Final one which has just been published.

BF |

(MARK ADDISON)

William Fittall, Esq.
Home Office.

SRW



QUEEN ANNE'S GATE LONDON SW1H 9AT

19 December 1985

Dear Willie,

CF. pl. bf on 2/1
with other responses.
Mon 24/12

This letter discusses the main findings of the enclosed copy of the Final Report of the Inquiry into Safety and Control at Sports Grounds (Popplewell Inquiry) and seeks the agreement of colleagues to its handling.

The Final Report amends and expands on its recommendations in the Interim Report (Cmnd 9585) published last July. It stresses the need for improved safety to be effected urgently and also draws attention to the additional safety hazards posed by crowd violence at some sporting events. It does not pretend to have solutions for hooliganism, and for reasons I explain later it would be difficult to accept a number of the crowd control recommendations. On the other hand, if approached carefully, I consider that the Report will provide a reasonable base for advancing on safety at sporting venues.

There are 15 recommendations summarised in Chapter 6, Item C. They fall into 2 categories: safety; and crowd control. All but one of the recommendations (on membership cards) fall to central government.

Safety

On safety I believe that both Parliament and the public will expect a continuation of the positive response we have so far made so as to allay any remaining anxiety over possible gaps in safety at sporting venues. The Report recommends a 2-fold approach using, on the one hand, existing powers under the Safety of Sports Grounds Act 1975 and, on the other, the powers under the Fire Precautions Act 1971 either in advance of, or as an alternative to, primary legislation amending the 1975 Act. I see no difficulty about proceeding under the 1975 Act as recommended, and I accept the principle of moving to deal with sporting venues as yet uncovered by that Act. But I would prefer not to do so by extending designation under the 1971 Act.

This is because, as colleagues will recall, George Younger and I published a Consultative Document on a review of the 1971 Act last July (inviting comments by 31 December) which proposes to abolish the present system of fire safety certification in favour of a more flexible and discriminating system of controls which would be more economic and effective to administer. I am bidding for a place in the 1986/87 legislative programme to replace the 1971 Act. Certification of sports grounds under the 1971 Act would be limited to fire safety, excluding other safety aspects which are of no less importance; although Bradford was a fire disaster, the problem of safety at sporting venues is not merely a fire hazard problem.

The Rt Hon The Viscount Whitelaw, CH, MC

The results of the consultation exercise on the review of the 1971 Act will not be available until early in the New Year but it is clear that the recommendations in the Final Report would fit very well into such a legislative overhaul. What I propose therefore is to meet the spirit of the Popplewell recommendations but by a slightly different approach from the one he recommends.

I believe that we should:

- (a) Accept the recommendations that 1975 Act controls should be extended to all soccer, rugby union and rugby league stadia and grounds and - for the first time - all cricket stadia and grounds, with accommodation for over 10,000 spectators.
- (b) Accept the principle that safety controls should be extended to all sports grounds with stands holding over 500 spectators, and to all indoor sporting venues of over 500 spectator capacity. As a first step, local and fire authorities would be invited immediately to inspect all such premises and report upon them to the Scottish Secretary and myself so that we may take the measure of what is involved and determine the best way of proceeding. The authorities would be expressly invited to consider applying at once where necessary the emergency controls under sections 10 of either the 1971 or 1975 Acts so as to ensure the safety of spectators (the latter would in any case be more effective in the short to medium term than merely designating under the 1971 Act). This safety initiative would be in addition to the ones already undertaken by fire authorities this year, and which - for greater reassurance - they could be invited to review so that action continues to be taken as necessary under the emergency powers at all venues.
- (c) Accept the principle that the 1971, 1975 and 1982 Acts should be amended as variously recommended, possibly within the context of fresh fire precautions legislation. To that end preparation of a consultative document would be put in hand for issue in the Spring. Simultaneously work would also start on a new edition of the Green Guide on the lines recommended (Report, Appendix E).

This will leave us free to widen the present consultations, launched in July, to take in the case for amending the 1975 Act as well as the 1971 Act so as to achieve a long term solution which will be more logical and, for sporting venues, less complicated. The opportunity could also be used to amend the Local Government (Miscellaneous Provisions) Act 1982 to make it more generally applicable to indoor sporting venues.

My colleagues, especially those closest to the financial implications posed by designation of grounds under the 1975 Act,

will know of the problems that further immediate designations would have on the sports concerned. However, the immediate extensions are limited if, in the case of cricket, novel. As in the past, we would attempt to implement the designation as painlessly as possible. The more extended timetable which I am proposing will allow clubs and organisations more time to plan how best to meet the compliance costs which will in due course be imposed upon them. It would also avoid the smaller venues being first confronted with full designation under the 1971 Act and then later with the more extensive scheme of designation under an amended 1975 Act. The resource implications on certificating authorities is a further consideration, but the total number of grounds affected - carried out under a phased programme which I might if necessary specify - ought not to present a significant burden on them. Further legislation would not necessarily entail further immediate programmes of designation. Such matters would fall to be reviewed in the light of the response to the consultative exercise including the information obtained from the local authorities and, as I hope, Parliamentary proceedings on fresh legislation.

Crowd Control

The position on the control recommendations is rather different. In his final report Mr Justice Popplewell makes four recommendations which are candidates for inclusion in the Public Order Bill: that the police be given wider powers of search; that consideration be given to a new (and wide) offence of disorderly conduct at sports grounds; that the police powers of arrest be extended; and that the recent alcohol legislation be reviewed so as to permit the sale and possession of alcohol in executive boxes at football grounds.

Search

Popplewell has recommended that the police should be given an unfettered power to search anyone entering a football ground. At present the police search people as a precondition of entry. This derives from the right of the club to refuse entry to anyone refusing to be searched. But Popplewell wonders whether the legality of this is beyond doubt. This idea of search as a condition of entry is commonly used in other circumstances, at dance halls, airports and party conferences for example. If we provide a statutory general power of search at football grounds we must inevitably throw into doubt the legality of such searches, whether by police officers or others, in other places. I do not wish to go down this road - at least not at present - in the absence of any evidence that the present arrangements have led to any difficulty in practice, whether at football grounds or elsewhere. I intend to handle this by saying that the new provisions on search and the new safeguards contained in the Police and Criminal Evidence Act are only just about to come into force. We want to see how these work in practice before taking any radical steps to alter the structure contained therein.

Arrest

A similar argument applies to Popplewell's recommendation that there should be a retrospective power of arrest for offences against section 5 of the Public Order Act 1936 (threatening behaviour etc). The new arrest scheme in PACE is about to come into force and it should be given a chance to prove itself in practice. That scheme will give the police a power of retrospective arrest for section 5 offences in certain circumstances, where one of the "general arrest conditions" is met. An amendment to implement the Popplewell recommendations could not sensibly be restricted to football grounds, it would undermine the principles of the arrest scheme in PACE in a quite fundamental way, and be highly controversial. As with the recommendation on search I would propose to say that we want to see how PACE works before taking any radical steps to alter the arrest scheme which it establishes.

Disorderly conduct

Popplewell would also like a wide generic offence of disorderly conduct at football grounds. This offence would bite on racist or obscene chanting, people running on the pitch and missile throwing - and on anything else which is "disorderly", whether or not it leads to a disturbance. Our new offence of disorderly conduct in the Public Order Bill does not in the judge's view go far enough because it is qualified by the need for the behaviour to be likely to cause distress, alarm or harassment.

Our proposed new offence has been misguidedly attacked as a resurrection of 'sus' and will be attacked in the House as being too wide. This must throw into doubt whether we could present Popplewell's offence successfully or even frame it in such a way as to mean anything precise enough to serve as a criminal offence. We are also doubtful whether it would be of any use or enforceable. Our new offence will catch a lot of the behaviour Popplewell is concerned with in any case. We do not believe that there is any gap in the law over missile throwing. There is already some protection in section 5A of the Public Order Act from racist chanting and the new offence of disorderly conduct will provide more. I do not think it is sensible to ask the police or the courts to go too far into who is shouting what at a football match.

I am against creating this new offence. But I do not want to get into an open argument with the judge on the need for it. I propose to respond by noting his concern, pointing to the proposals for new and extended offences in the Bill and suggesting that we need to see how those work in practice before deciding whether further action to extend the frontiers of the criminal law is necessary.

Executive boxes

I propose to accept this recommendation. There was substantial pressure in Parliament on the point during the passage of the Sporting Events (Control of Alcohol Etc) Act. Indeed, the

general controls were only applied to executive boxes because the Opposition Front Bench, against the wishes of some of their backbenchers, insisted on it as part of its agreement to accelerate the Parliamentary proceedings. The Government gave a commitment to monitor the effect of the Act on the considerable income which clubs in England and Wales derive from executive boxes. We have had some information from the Football League about this, and have asked for more at the end of the year. When the Popplewell report is published I propose to announce that I will be bringing forward an amendment to the alcohol legislation in the Public Order Bill. I am still working out the present form that the amendment might take.

Presentation

It may be claimed that by implementing only one of the four relevant recommendations we are not giving a sufficiently positive response. I think however that the record shows that this is not the case. We are implementing Popplewell's earlier recommendation on making possession of smoke bombs an offence. The Public Order Bill, which was published after the Inquiry completed its report, contains important new provisions (in particular the disorderly conduct offence, clarification that the section 5 offence does apply to missile throwing and the exclusion order scheme) which bear on Popplewell's concerns. I would also propose to emphasise the extended powers of search and arrest under the Police and Criminal Evidence Act which will come into force on 1 January; and the need to see how these powers work out in practice before extending them further. If necessary I could refer to the possibility of criminal justice legislation in 1986/87, which would be a vehicle for legislative changes on these points, if this seemed right in the light of further experience. We already have moving into action two powerful pieces of new relevant legislation - the Public Order Bill with its offence of disorderly conduct, and the Police and Criminal Evidence Act with its new stop and search powers and new scheme of arrest.

The Public Order Bill as it stands goes beyond what we envisaged in the White Paper on the subject, particularly in the definition of disorderly conduct. I am keen to get the Public Order Bill under our belt, and to see the Police and Criminal Evidence Act in action on the ground, before deciding whether we need to go any further in adding to police powers.

Publication

The practicalities of printing the Report and the timing of the introduction of the Public Order Bill alike suggest that publication of the Report should be as soon as possible at the end of the recess, ie mid-January. Because of the implications for the Public Order Bill, I believe that the right form of announcement would be for me to make an oral statement. It will be the simplest and most effective way of ensuring that the Government's position is authoritatively stated and of demonstrating the Government's commitment to safety and crowd control. Subject to agreeing an exact date with the Lord Privy Seal I would propose that the statement should be the same day as

publication of the Final Report. In the usual way I would expect to send an advance copy of my statement to those colleagues chiefly concerned.

I should be grateful if colleagues would let me know by 6 January whether they are content with this general approach. As to Scotland, I realise that what is proposed for England and Wales may not always be appropriate and George Younger may therefore prefer to deal with his position separately. This is a matter he and I might resolve between us. Similarly, although the 1975 Act does not apply to Northern Ireland, Tom King may wish to consider his position too so that it may be made clear on publication.

I am copying this letter and the Report to the Prime Minister, other members of H Committee, to Geoffrey Howe (because of the Belgian dimension in Chapter 1 of the Final Report), Richard Tracey, Sir Robert Armstrong and Sir George Engle.

Yours,

Dwyer.

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

Chairman
Mr Justice Popplewell

FINAL REPORT

November 1985

CONTENTS

	Paragraphs
INTRODUCTION	1-13
Chapter 1 Tragedy at Brussels	1.1-1.47
Chapter 2 History of previous Inquiries	2.1-2.46
Chapter 3 Future safety at sports grounds	3.1-3.98
Chapter 4 Crowd control	4.1-4.138
Chapter 5 Hooliganism	5.1-5.96
Chapter 6 Summary of all recommendations	

APPENDICES

Appendix A	List of those who gave evidence
Appendix B	List of football grounds visited
Appendix C	Plan of Heysel stadium
Appendix D	Belgian Parliamentary Commission Report - Extracts
Appendix E	Green Guide Report

Rt Hon Douglas Hurd MP
Secretary of State for the Home Department

Rt Hon George Younger MP
Secretary of State for Scotland

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

INTRODUCTION

Sirs,

1. On 13 May 1985 I was appointed 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. The assessors appointed to assist me were Mr Alan Goodson OBE, QPM, Chief Constable of Leicestershire and Mr Martin Killoran QFSM, formerly Chief Fire Officer of Greater Manchester. They have been of the greatest assistance. Their professional expertise and advice has been invaluable to my Inquiry. Without their help my task could scarcely have been completed with such expedition.

3. Neil Morgan was Secretary to the Committee. He has contributed enormously to the smooth running of the Inquiry by his constant good humour and efficiency. Mark de Pulford and Jill Hales have both shown the twin virtues of the Civil Service, intelligence and hard work, and they have been ably assisted by Jane Osborn: Nathalie Austrie has been our efficient personal secretary.

4. At an early stage of my Inquiry I decided 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. This was done so that safety levels could be improved quickly, before the start of the new football season in the middle of August 1985. In a list of provisional recommendations I also gave a tentative view on a number of longer-term issues which I proposed to follow up in my final report. My interim report was submitted to the two Secretaries of State and subsequently presented to Parliament on 24 July 1985 (Cmnd 9585). I am grateful for the Government's quick and positive response to my recommendations and to local authorities and sports management for their subsequent action to improve safety.

5. Since my interim report was published I have considered the written evidence submitted by a wide range of organisations and individuals on the remaining aspects of my Inquiry. I have also heard oral evidence from many of them. A full list of those who submitted evidence to the Inquiry is given in Appendix A to this Report. I am grateful to all of them.

6. During the course of the Inquiry the two assessors and I have, between us, visited 31 soccer grounds in England, Wales and Scotland. They are listed in Appendix B. We have also visited sports grounds devoted to Rugby Union, Rugby League, cricket, horse racing, greyhound racing, athletics, tennis, motor racing, stock car racing and speedway. In addition, we have visited indoor stadia.

7. In this, my final report, I deal with five main subjects. The first, in Chapter 1, is the disaster at the Heysel stadium in Brussels on 29 May 1985. It was agreed that I should take account of any lessons arising from this tragic event, although the official investigation was, of course, a matter for the Belgian authorities. I visited Brussels, together with the assessors, and met the Chairman of the Belgian Parliamentary Commission which investigated the disaster and Madame Coppieters't Wallant, the investigating judge, together with representatives of the police, gendarmerie and fire service. All were extremely helpful, and I am grateful to them, and also to the British Ambassador and his staff in Brussels for their assistance and advice.

8. In Chapter 2 I review previous inquiries over the last 60 years into crowd safety and hooliganism at sports grounds and conclude that there is still need for action.

9. Chapter 3 deals with the working of the Safety of Sports Grounds Act 1975, and the need for further regulation to protect the public who attend sporting events from fire and the hazards of faulty construction. Unfortunately, these are not the only hazards to spectators at sporting events nowadays, and in Chapter 4 I turn to the serious problem of violence.

10. In my interim report I said that your guide to Safety at Sports Grounds (the "Green Guide") contained so much good advice that it should be compulsory reading for all sports ground management. That opinion holds good, but as the last edition of the Guide was published in 1976, and as it is so important a source of advice, I decided to follow your suggestion and look afresh at the whole document to see if it should be revised, or if it could be improved. The Inquiry commissioned research from three consultants - Professor Canter, Professor of Applied Psychology at the University of Surrey, on human behaviour in emergency situations and its implications for the design and dissemination of information; Professor Happold, Professor of Civil Engineering at the University of Bath, on technical building aspects; and Dr Woolley of the Fire Research Station, Borehamwood on fire precaution matters. The material they produced was extremely useful and practical, and I am indebted to them. This information greatly assisted a special working group which I set up under Mr Killoran's chairmanship to consider the Green Guide. A record of the Group's deliberations and membership is given elsewhere in this Report.

11. Chapter 4 deals with crowd control. In this chapter I look at the problem as it exists now, and make a number of recommendations for new offences and for some increased powers for the police in relation to sports grounds and hooliganism. In the light of my many visits to football grounds, and evidence from a variety of football authorities and other bodies, I give my further thoughts on control of alcohol and membership cards. I also deal with the role which football clubs themselves should play in improving crowd behaviour.

12. In Chapter 5 I look at the extent of football hooliganism and several theories about its causes. I have been much assisted in this task not only by academic research and evidence, but also by observing for myself the behaviour of fans on the terraces and by listening to them

when they came to give evidence before me. But I have to confess to a certain lack of success in this part of my Inquiry.

13. Finally, I believe that the paramount need is to protect the public by improving safety standards, and thereby restoring confidence among those who attend sporting events. This means that effective steps should be taken quickly. In this belief I commend my findings and recommendations for your consideration.

Yours sincerely

Oliver Powell
—

November 29th 1985.

C H A P T E R 1
Tragedy at Brussels

1.1 At about 7.30 pm on 29 May 1985, English fans charged into Block Z of the terrace at the Heysel Stadium, Brussels shortly before the European Cup Final between Liverpool and Juventus was due to take place. There was a panic among the spectators in Block Z; as a result 38 people died and some 400 people were injured.

1.2 It was agreed that I should take into account any lessons arising from the events at Brussels. In doing this I do not intend to apportion blame. Neither do I propose to make any comments which might prejudice any possible criminal proceedings.

1.3 The official investigation into these events has already been carried out by a Committee of Enquiry set up by the Belgian Parliament which reported on 9 July 1985. At the present time Madame Coppieters-T Wallant, who is a Belgian Judge, is carrying out an inquiry into the circumstances. She will be producing a confidential report, which will be used purely to consider the prosecution of those alleged to have committed criminal offences.

1.4. The death and injury of so many people must be the main subject of my investigation. However, it is clear from all the evidence available to me that the behaviour of the crowds, both inside and outside the ground, and before the match, as well as during it, needs also to be considered. So do the precautions which the various authorities sought to take to prevent outbreaks of violence.

1.5 I have had the opportunity, together with my Assessors, of visiting the Heysel Stadium and discussing the matter with the Belgian and British authorities and with Liverpool Football Club. I have been provided with a very large number

of statements by those who were present, together with reports from Belgium and a variety of official documents. I have also talked to Madame Coppieters-T Wallant. It will be obvious that in the absence of a thorough and prolonged public enquiry the evidence available to me is somewhat limited. It is bound to be fragmentary, and while it gives generally the broad picture it will not necessarily coincide with the individual observations of everyone who was present. Indeed there are acutely differing views about some matters. The lessons to be drawn are however reasonably clear.

THE HEYSEL STADIUM

1.6 It was opened in 1930. It has been regularly used for football matches, including an international Football Match a few weeks before the 29 May, between Belgium and France, at which the attendance was about the same as at the Liverpool/Juventus game.

1.7 The stadium is owned by the City of Brussels and leased to the Belgian Football Association. There had been no criticism by the Belgian Football Association nor by UEFA, who are the body controlling European football, of the facilities at the ground or of the structure.

1.8 A plan of the stadium appears at Appendix C. There are two open terraces at each end of the ground marked 'X', 'Y' and 'Z' and 'O', 'N' and 'M' respectively. Between the two sets of terraces are two stands. The stand marked Tribune 2 was built in about 1980. Apart from that, the Stadium is as it was constructed in 1930. It is the largest of its kind in Belgium and provides facilities not only for football matches but for athletics.

1.9 The terraces were formed of a slope of approximately 1 in 10 at the shallowest and about 1 in 6 at the steepest. The

surface of the terraces was earth with only the nosing of the step being formed in concrete. Over the years the concrete nosings have deteriorated, and rusted re-inforcing bars have been exposed. The edges were uneven and jagged where pieces of concrete had broken off. The general condition of the terracing may be described as poor. The crush barriers showed signs of deterioration to both the concrete uprights and the re-inforcement. On the day of the match the perimeter fence consisted basically of two barriers. One was a brick structure; the other, on the terrace side, was wire fencing about two metres high.

1.10 There was a barrier dividing Block 'Y' from Block 'Z'. It consisted of two lines of tubular steel hand rail fixed by metal straps to the top of the existing concrete crush barrier uprights. It thus formed a passageway from top to bottom of the terrace. To one of the continuous hand rails was fixed fairly lightweight steel posts approximately 2.5 to 3 metres high. Tied to the steel posts was plastic coated wire mesh fencing. This composite construction, whilst forming a physical barrier, was not of sufficient strength to resist the determined efforts to breach it. It was removed by physical force during the charge by English fans from Block 'Y' into Block 'Z'.

1.11 The flank wall where the disaster occurred was about three metres high at its maximum, reducing to just under two metres adjacent to the terrace. The brickwork wall did not appear to have been bedded in mortar nor fixed in any other way to the concrete wall. The buttresses of the wall were such that they would not assist in restraining the wall from movement when subjected to crowd pressure. It was not constructed as a crush barrier. Not surprisingly, it was not adequate to act as such. The wall and perimeter fence in front of the terrace were of fairly light construction which readily collapsed under the forward pressure of the crowd.

1.12 There were three places of entry and exit at the back of Blocks 'X', 'Y' and 'Z' and three single access doors from the terraces onto the pitch. There were no turnstile controlled access points, but some control was exercised by gatemen. It was thus impossible to know the numbers going into each block or to prevent overcrowding in one block. In addition there were gaps in the boundary walls through which entry was effected by a number of spectators into Blocks X and Y.

1.13 Having regard to the state of the crush barriers and fences, and the general condition of the terraces it is unlikely, had it been located in this country, that a certificate would have been issued under the Safety Of Sports Grounds Act 1975 for this part of the ground. However, the poor state of the terraces played no part in the tragedy.

The Arrangements for the Game

1.14 By 24 April 1985 the finalists were known. A meeting was held by the Belgian Football Association at its own Headquarters. There were present Mr Roosens, the Secretary of the Belgian Football Association, a number of Police Officers, a member of the Gendarmerie and representatives of Liverpool Football Club.

1.15 In Belgium the policing is carried out by both the local Police force and by the Gendarmerie, who are a national body organised on military lines. The Brussels police were to be responsible for the area including Blocks O, N and M, and the Gendarmerie for Blocks X, Y and Z.

1.16 It was agreed that the distribution and the positioning of spectators should be organised so that English fans would be positioned in Blocks 'X' and 'Y' of the terraces, 'U', 'V' and 'W' (in Tribune 2) and in 'A', 'F', 'B' and 'D' in (Tribune 1). Juventus were to be accommodated in Blocks 'O'

and 'N' of the terraces, in 'Q', 'P' and 'W' (in Tribune 2) and in 'G', 'L', 'I' and 'K' (in Tribune 1). It was agreed that each side would be issued with some 14,500 tickets of which 11,000 were for the terraces.

1.17 It was arranged by the Belgian Football Association that Block 'Z' and Block 'M' would be allocated to neutral spectators, and Liverpool Football Club officials were told that a maximum of five tickets per person would be sold to spectators. There was agreement that there should be a barrier put up between Block 'Y' and Block 'Z', and another barrier between Block 'N' and Block 'M'. The Belgian Football Association had agreed with the authorities that there should be at least one gendarme on each of the steps of the segregation gangway between Block 'Z' and the English fans in Block 'Y'. These and other matters were discussed, including the times of opening the ground and how English fans should arrive. There were further meetings during May in Belgium and England. One matter which was agreed was that there should be a ban on the sale of alcohol around the ground.

1.18 Thus it was hoped that the English fans and Juventus supporters would be properly segregated and that they would be physically prevented from being able to get at or to throw missiles at each other. They would be contained within their own areas. The officer-in-charge of the Gendarmerie at the ground did not fully understand what his instructions were, nor unfortunately had he attended any of the meetings preceeding the game. In the result, for a number of different reasons, the Gendarmerie presence between Block 'Y' and 'Z' was insufficient.

1.19 The advance intelligence was, broadly, that the English fans would present little or no trouble. This had a marked effect on the precautions which were taken. Liverpool have a good record, so far as European competitions, in which they

have played for some 22 years, are concerned. Their management has long experience and they sought to take the normal precautions to prevent the unauthorised acquisition of tickets, to co-ordinate travel arrangements and to liaise with the Belgian Authorities.

1.20 So far as the sponsored travel arrangements were concerned, supporters were accompanied by officers of the British Transport Police. That generally seems to have gone off without difficulty. However, one group of unsponsored supporters were refused passage by a Belgian vessel and there was a further group of 400 unsponsored coach travellers who had apparently had a great deal too much to drink.

The Sale of Tickets for Block 'Z'

1.21 There were various alarms about the sale of black market tickets and forged tickets. One of the matters of concern for the Liverpool Club was the sale of the tickets for Block 'Z'. By the UEFA instructions, no blocks of tickets were to be sold at the venue of the match except in small quotas. What happened to the sale of some of the tickets for Block 'Z' was described by Mr Roosens. He said that there were some 3,000 tickets available for sale on the first day and they were put in the hands of a Mr Desment who had been selling tickets for the last twenty years. The sale took place at the Heysel Stadium, and a notice was put up saying that they were available for 300 Belgium francs and that the maximum which could be purchased was five per person. When the staff arrived there was already a massive queue before sales had started. Mr Desment later walked through the crowds and noticed that there were more tickets being sold to foreigners than to Belgians. He enquired from Mr Roosens whether the sale should be stopped. The sale was in fact stopped. By then they had sold 2,000 to 3,000 tickets.

1.22 Because tickets were being sold from five different windows it was impossible to control who had bought them. It was quite clear from all the evidence that some organisations had been buying large quantities of tickets. They did this by using a large number of their employees to take it in turns to go to the ticket windows. Mr Roosens agreed in evidence that people had left the stadium with whole rolls of tickets. Additionally, Mr Roosens allowed 1,000 tickets to be sold to a director of a sports club committee who apparently sold them to an insurance company who sponsored the club. One witness spoke of a travel agent from Sicily with 60 tickets for Block 'Z' which he was selling at 100 times the official price outside the ground.

1.23 It is quite clear that whether the tickets found their way onto the black market or not, a large number of tickets for Block 'Z' came into the hands of Juventus supporters. The effect was, therefore, that all the careful preparations for the segregation of the English and Italian fans were rendered useless.

The events of 29 May

1.24 It is not surprising that there is a great deal of conflicting evidence about the events of this day even from experienced witnesses such as police officers. Contradictions about the behaviour of the English fans before the game abound. I set out here as best I can some of the evidence presented to me.

1.25 Elaborate arrangements were made with the Belgian Authorities for meeting and escorting the English supporters after their arrival in Belgium and on the train. Unfortunately, because of the timetable which the ship companies operated, large numbers of English fans arrived in Brussels well before kick-off.

1.26 The behaviour of the English fans in the centre of Brussels gave a foretaste of what was to happen later in the day. It is only necessary to refer to one or two incidents so as to give an idea of how some, albeit a small minority of the English supporters, were behaving. It is said that about 2,000 supporters had taken over the Grand' Place and the surrounding area. They were throwing beer bottles at the Belgian Police, they were spitting, they were hurling beer at cars. One witness described the Grand' Place as looking like a broken glass factory. One supporter, who had drunk too much and was wearing a toy British Police helmet, stood at a nearby cross-roads directing traffic, thereby causing severe dislocation of traffic. A jeweller's shop was robbed by English fans. Other fans were bathing in the fountains. A witness described a grocer's shop being pillaged. The steps of the Stock Exchange were invaded. A number of English fans arrived at Jette from the train. They already had drink with them, although a good deal of it was confiscated. They tried to get into the buses provided for them without paying. In this they were unsuccessful because the bus driver simply refused to drive them. A very experienced senior British Police Officer described the conduct of the English fans as the worst he had ever seen.

1.27 Other witnesses, however, gave a totally different picture. Some supporters have written to say that while there was some noise, the general behaviour was good, the atmosphere friendly and relaxed, and that, far from the police standing by while something akin to a riot was taking place, the police were heavy handed, interfering with people who were merely singing and enjoying themselves and treating both sets of supporters to a excessive display of authority.

1.28 Yet other witnesses talk of a carnival atmosphere with British and Italian fans fraternising freely with each other, taking photographs and exchanging mementoes and favours. This

view was supported by a senior police officer to whom I spoke when I was in Belgium.

Events at the Stadium

1.29 The first incident recorded in the Brussels' Police Report took place at 3.55pm when some of the temporary fencing, which had been erected all round the stadium, was knocked down by Juventus supporters. It was erected to enable the Police more easily to search fans. It was about a kilometre long, comprising fifty sections. By about 4.00pm about thirty or more sections had already been knocked down. This was not, apparently, considered serious by the police, because it was only intended to provide a buffer between the supporters and the ticket barrier. The police and gendarmes intended to search fans near the outside fence with a view to confiscating sticks or other weaponry. It is perfectly clear from all the evidence that there were insufficient police or gendarmes to search all the spectators. Additionally it was wholly impossible to search people and at the same time to make sure that they did not retrieve weapons that had been confiscated.

1.30 There is a great body of evidence that the searching was perfunctory; that because of the absence of turnstiles and the presence of holes in the perimeter wall, a large number of people got into the stadium without tickets; that those who had tickets inside were able to pass them back to those outside who did not. Weapons which were confiscated earlier were retrieved. The weapons varied. There were sticks used to carry flags, pieces of tree trunks, bottles and stones. Additionally, it is clear that a number of spectators had had too much to drink and a ban on the sale of alcohol outside the ground was not enforced. Bottles of drink were on sale at a number of stalls, thus providing more ammunition for the fans.

1.31 At 5.15pm there was a police report that some of the

perimeter fence in Block 'N' occupied by Juventus supporters had been cut. At 5.46pm there was a report that Italian supporters were beginning to vent their anger on the police. At 5.55pm there was a report that there was general disorder in Block 'O', that supporters were becoming agitated and that 200 of them were beginning to get worked up, hurling insults at the police in the segregation gangway. A few minutes later there was a mass invasion of Block 'M' by supporters because Block 'O' and 'N' were full.

1.32 Commissioner Meura of the Brussels City Police said that some of his officers inside the stadium were pelted with missiles by the Italians, who were attempting to use riot tactics, surging forward en masse and retreating. He decided that what he must do was to protect the pitch and, although some of the perimeter fencing intended to protect the pitch was knocked over, he succeeded in preventing a pitch invasion. However, some 27 police were injured as a result of concrete and metal objects being thrown at the Juventus end of the ground.

1.33 The Police report records a request at 7.06pm for re-inforcements in the gangway of Blocks 'N' and 'M' where the situation suddenly took a turn for the worse. And the report continues:-

"It should be noted that the relative calm in the upper parts of sections 'N', 'M' and 'O' only served to camouflage the jeers and provocation which a few hundred Juventus fanatics were directing at the police lower down. They began to cause trouble between 5.55pm and 7.25pm; initially in a fairly moderate way, there was a $\frac{1}{2}$ hour during which insults were being hurled at the police and the supporters were trying to break through the fencing (Heras fencing shaken several times). The police in the gangway could not prevent 5 to 6 metres of fencing from being torn down at about 7.00 pm. Then 30

metres were forced and trampled down so as to give direct access to the track. All this despite the use of shields and truncheons by the police, several of whom were injured. It should also be noted that stones and/or lumps of concrete and some beer bottles, 20 in all, were raining down onto the track. Some hooligans from amongst the supporters were even running up to the police with sticks and iron bars."

1.34 The report describes one hooligan at the Juventus end getting through the fencing and onto the pitch itself and sprinkling salt between the goal posts; and there is a report of another incident when a pair of hand-cuffs were taken from a police officer by a hooligan who got onto the pitch; subsequently they were returned. Although it had been arranged that Juventus supporters should have Blocks 'O' and 'N' and that 'M' should be allocated to neutral supporters, it is clear that Block 'M' was occupied by Juventus supporters. Both the Police and the Gendarmerie described to me the behaviour of the Italian fans up to this stage as worse than that of the English fans.

1.35 What meanwhile was happening at the other end of the ground in Blocks 'X', 'Y' and 'Z'? The first signs of unrest among the English fans appeared during the youth match which had been organised to keep the spectators occupied; this occurred somewhere between 6.15pm and 6.30pm. The English fans fired flares and rockets and threw stones into section 'Z', which was beginning to be occupied by what were clearly Italian supporters. There was also a number of English fans in Block 'Z' who sought to escape into Block 'Y'. According to Captain Mahieu, who was in charge of the Gendarmerie, responsible for patrolling the area between Block 'Y' and Block 'Z', everything was calm between 6.15pm and 7.00pm. Accordingly he had gone out of the stadium; so too had Lieutenant Bonnet who was his second-in-command, to investigate a criminal complaint and to see about closing

Block 'X'. It appears there were about 15,000 spectators in Blocks X and Y and about 5,000 in Block Z.

1.36 There is no doubt but that somewhere between 7.15pm and 7.30pm English fans charged Block 'Z'. Preceding this there had been an exchange of missiles between Blocks 'Z' and 'Y'. There were three charges by English fans. The first two seemed to have been repulsed; the third resulted in the Italian supporters in Block 'Z', who were seeking to escape towards the perimeter, being squashed and suffocated by the press of large numbers.

Extreme Political Parties

1.37 There was evidence about the presence of supporters from the extreme right. The Mayor gave evidence at the Inquiry that he had seen British and Italian spectators wearing the political insignia of a party of the extreme right and carrying flags. One British supporter, himself a referee, said that the ground outside the stadium was littered with British National Front leaflets over printed by the British National Party with their address. One witness speaks of passengers on the boat crossing the Channel with National Front insignia singing songs of hatred and exhibiting violence.

1.38 Mr John Smith, Chairman of Liverpool Football Club, spoke of how six members of Chelsea National Front had boasted to him of their part in provoking the violence and that they seemed proud of their handiwork. Mr Bob Paisley, who was former manager of Liverpool Football Club, said that he was forced to leave the Directors' Box at the start of the game as dozens of fans poured over the dividing wall and that the person next to him claimed that he was a Chelsea supporter and that he was wearing a National Front badge. A number of banners decorated with swastikas were recovered after the match, including one marked 'Liverpool Edgehill'. There was

also evidence that the flag of a right wing organisation, 'New Order', was being flown by a small group of Juventus fans. A banner with "England for the English" and "Europe for the English" was observed and a contingent of the National Front were clearly seen in sections 'X' and 'Y'. One party leaving Brussels main station was observed to be Londoners wearing Liverpool colours, carrying Union Flags and having National Front and Swastika tattoos.

1.39 Apart from their presence, there is very little hard evidence that they caused any of the violence. Commissioner Meura of the Brussels City Police said that he had not seen anyone from any extreme right wing organisation wearing any insignia. On 5 July a press statement was issued by Liverpool police which said :-

'There is no evidence to suggest that any National Front members were involved in the riot at the Heysel Stadium in Brussels'.

What lessons are to be learned?

1.40 A Parliamentary Committee of Enquiry was set up in Belgium on 12 June 1985. It reported on 9 July 1985.

1.41 The Committee concluded in this way:-

"It should be emphasised from the outset that it was the British supporters who mounted the disastrous charge into section 'Z'. They bear the main responsibility for the terrible events that followed and this must remain the case for whatever blame might be attributed to others as having aggravated the matter."

An extract from their conclusions appear as Appendix D.

1.42 When I spoke with Mr Collignon, the Chairman of the Parliamentary Committee of Enquiry in Brussels in November, he told me that the only matter in his report that on reflection he might like to alter was to make rather more criticism of the Belgian and European Football authorities and less of the individual members of the Gendarmerie.

1.43 In his principal statement to Parliament about the Heysel disaster, the Belgian Minister of the Interior said "Everyone knows that those guilty of the violence, those responsible for the deaths of the victims, are the violent groups among the English supporters". He also referred to the "collective responsibility of English society which tolerates this violence and tries to channel it without wanting to eliminate it." He said that the organisers of the match were the second group of people responsible. With regard to the role of the police and Gendarmerie, he said that the overall plan had been adequate. He acknowledged that there had been errors in execution and announced measures to improve training and equipment to remedy these deficiencies. He added that if in future a larger police deployment was necessary, he would prefer to ban matches. He did not want to turn Brussels, even for a day, into a police state, for the sake of those who liked to manifest their violence.

1.44 The lessons to be learned from the disaster can be summarised in this way:

(a) It is essential that opposing fans at matches such as this should be properly segregated so that there is no possibility of their being within attacking distance of each other. Missiles from rival supporters caused enormous problems and contributed in no small way to the disorder which occurred. So far as domestic football is concerned, that means ensuring either that there is an unoccupied space between opposing factions or that the physical method of securing segregation is such that they are unable to attack or bombard each other with missiles.

(b) Sales of tickets need to be properly controlled so that the segregation can be effectively enforced. One of the problems of all-ticket matches is that ticket touts may be able to purchase numbers of tickets and sell them indiscriminately; the effect of this is to put the whole segregation policy at risk. Police need to be aware if this occurs. In Scotland any person who in a public place touts for the purpose of selling....so as to give another person cause for annoyance commits a criminal offence under the Civic Government (Scotland) Act 1982.

(c) It is clear that a large number of spectators, particularly the English, had consumed substantially too much drink, and that they were enabled to take drink into the ground. This is now covered by the provisions of Sports Events (Control of Alcohol etc) Act 1985 in England and Wales and by the Criminal Justice (Scotland) Act 1980.

(d) In addition to the fact that a number of fans were able to get into the ground without paying, most of them were also able to get in without being effectively searched; if they were searched, they were able to recover weapons which they subsequently used. This is particularly relevant to the power of the police to search at sports grounds in the United Kingdom.

(e) While the structure of the Police and Gendarmerie in Belgium is different from that in England there was obviously a break down in communications and instructions both prior to and during the course of the match. It was accepted by the Commandant of the Gendarmerie that mistakes had been made. The important lesson for us to learn is that there needs to be strict co-operation between the football club and the police; that the police need to lay down and observe fixed procedures and that the communications need to be efficient. There was also criticism at the lack of liaison between the Headquarters outside the ground and those inside

the ground. There needs to be good early planning with close co-operation between all the relevant authorities and clear decisions made. Those who are to be in charge on the day need to have taken part in the planning and to clearly understand their role.

(f) Another lesson which can be learnt is that in order to enforce segregation, apart from physical barriers, it is necessary to have present a sufficient number of properly instructed police to take effective action at the first sign of trouble. If there are perimeter fences they should contain adequate number of doors in them; they need to be manned and to be opened immediately in the event of an emergency.

(g) It is clear that, notwithstanding the previous good record of any particular club, those who go to see that Club play can readily behave like hooligans, particularly when affected by drink. Unfortunately a previous good record is no guarantee of good behaviour in the future.

(h) The final and most important lesson, which I cannot too strongly or too frequently emphasise is that if hooligans did not behave like hooligans at football matches there would be no risk of death or injury.

EUROPEAN CONVENTION

1.45 In August 1985 "The European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular at Football Matches" was agreed. It has at the moment been signed by ten of the parties. It has been ratified by four.

1.46 The key points are that the Contracting Parties shall:

1. Co-ordinate the policies and actions of Government Departments and other public agencies against spectator violence and misbehaviour (Article 2).

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).
3. Seek to ensure that offenders, (especially visiting supporters) are identified, prosecuted and that they receive appropriate penalties (Articles 5 and 3.1(c)).
4. Encourage the co-ordination of travel arrangements to inhibit potential trouble makers from leaving to attend matches (Article 3.3).
5. 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).
6. Encourage the use of stewards in supporters' clubs for crowd control and information (Article 3.2).
7. Press football and local authorities and 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).
8. Encourage football authorities to review their regulations continuously (Article 6.3).
9. 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).

10. Establish a standing committee to police the operation of the Convention and to propose improvements (Article 8).

1.47 This is a blue print for European football, which has lessons for our domestic game.

CHAPTER 2

History of previous Inquiries

2.1 When my Interim Report was published, it might have been thought by some that the suggestions which I set out had only recently been considered. It was said to be unfair to expect the football clubs to have taken earlier steps to arrange their affairs. It was urged that they should now be entitled to more time and more money in order to deal with the problems of crowd control and safety at their grounds. The problem of crowd control and safety had, so it was said, suddenly arisen. I have to say that almost all the matters into which I have been asked to inquire and almost all the solutions I have proposed, have been previously considered in detail by many distinguished Inquiries over a period of sixty years.

The Shortt Report

2.2 On 11 June 1923, the then Secretary of State for the Home Department asked the Rt Hon Edward Shortt KC to form a Committee to inquire, amongst other things, into arrangements made to deal with the abnormally large attendances on special occasions, especially attendances at athletic grounds. This arose from disorder which occurred at Wembley Stadium on the occasion of the first Cup Final on 28 April 1923. The Committee reported on 13 March 1924. The Report was presented to Parliament and published as Command Paper 2088 at the princely sum of 6d.

2.3 About responsibility for control inside grounds the Report had this to say:

"As regards the general question of the apportionment of responsibility inside the ground as between the police and the ground authority, the principle to be followed should, in our judgement, be that the police

should be responsible for all matters appertaining to the preservation of law and order and that for arrangements for the convenience of the public the ground authority should be responsible. It is, however, most important not only that the police arrangements should be under the control of a single officer, but also that the duties for which the ground authority is responsible should be assigned to a definite individual, who should be competent to give instructions and to deal with any incident which arises. If responsibility is definitely allocated in this matter it appears to us that, in ordinary circumstances, there need be no difficulty in this division of duties and that no disadvantage need result from the existence of dual control so long as the closest co-operation is maintained between the two authorities at all times. We are of the opinion, however, that if any emergency arises or there appears to be the slightest probability of a disturbance, it is essential that control should pass into the hands of one individual, and we recommend that, in the case of grounds providing accommodation for more than 10,000 persons, on all occasions when specially large attendances are anticipated or for other reasons unusual excitement is to be expected, arrangements should be concerted before hand by which one individual can at any moment take control of the situation."

2.4 That paragraph of the report continues "The question in such circumstances would have become one of the preservation of law and order; and we therefore have no doubt that the control should then pass into the hands of the senior police officer present, and we consider that such officer would be justified in any circumstances, whether in accordance with a pre-arranged scheme or not, in assuming control if he considered it necessary for the purpose of the restoration of order. As part of the arrangements for this purpose we

think that, in the very large grounds, there should be a central control box in telephonic communication with all parts of the ground and that the principal police and ground officials should be stationed there so that they may be in constant touch with the situation."..... (Paragraph 22)

2.5 About stewards the Report says:

"We understand that there is no uniform practice with regard to the employment of stewards at sports grounds, that in some cases they are only used to show spectators into the seating accommodation, and that, in cases where stewards are employed for packing of the standing room, they are only employed when there are specially large crowds. We consider it desirable in the interests of safety that, for the purpose of handling a crowd, stewards should be employed in any case where the crowd, is likely to approach the capacity of the ground. For seating accommodation stewards should always be employed. It is in the highest degree important that any such stewards should be properly trained in their work and intimately acquainted with the part of the ground placed under their charge."

"We doubt whether it is practicable to secure suitable men for this purpose unless they are given continual experience in the work. We therefore recommend that every ground with a capacity exceeding 10,000 which provides terraced accommodation for its spectators should maintain, or have a call upon, an adequate staff of efficient stewards, and should ensure that they keep proficient by requiring them to perform duty at frequent intervals. Stewards should be organised as a disciplined body and should act under the control and supervision of their own officers. They should wear a distinctive badge of authority, which they should not be able easily to discard".

2.6 The Report has this to say about precautions against fire:

"We have been somewhat surprised to find that in many cases little or no precaution is taken against the risk of fire in stands. We do not suppose that either the risk or the consequences of fire would be so serious in an open stand as in a closed building, but we consider it most important that adequate arrangements should be made to deal with any outbreak which might occur" (Paragraph 40).

but concluded generally:-

"We are assured that these governing bodies are only too anxious to secure that their sport is carried on under conditions which will promote the public safety, and we feel that at this stage it is safe to leave the matter to them." (Paragraph 47).

The Moelwyn Hughes Report

2.7 The next Report arose out of the disaster at Bolton Wanderers' Football Ground on 9 March 1946. Mr Moelwyn Hughes KC was appointed by the then Home Secretary to conduct an enquiry into the circumstances of the disaster which arose by the presence of some 85,000 spectators. 50,000 had been expected. Because of the press of people in an enclosure two barriers collapsed and 33 people were killed.

2.8 It is interesting to observe that the previous best attendance at Bolton in the 1945/46 Season had been 43,000 and it was amply policed by a force of 60. On this occasion there were 103 police to control 85,000 spectators which is about 1/10th of the present ratio of police to spectators at football grounds, both inside and outside the ground.

2.9 Mr Hughes made a number of recommendations. He said:

"Burnden Park is typical of most home grounds of the leading football teams in the country. They have grown stage by stage from humble beginnings on sites acquired when the large gates of these days were not anticipated, or when the grounds had not achieved eminence. It would be idle to suggest that the grounds, or large sections of them, should be re-built but if they are to be made reasonably safe and if the risk of repeating the tragedy of Burnden Park is to be avoided I have formed the clear view that the following steps must be taken ..."

(Page 10)

2.10 The recommendations included inspections of the enclosures, scientific calculation of the maximum number to be allowed entry, counting those entering the ground by mechanical means and central co-ordination of the system all to ensure the admission of a safe number of spectators.

2.11 So far as future regulation was concerned the report said:

"The preceding safety measures cannot be secured without legislation. A Departmental Committee reporting on Crowds to a previous Home Secretary in 1924 (Cd 2088) anaemically recommended that adequate provision for safety be left to the pressure of the governing bodies in sport. The most important of these was, of course, the Football Association, which had not deigned to appear before the Committee

The legislation should empower the Home Secretary to issue general regulations for different kinds of grounds and the broad conditions necessary for safety.

No ground of any considerable size should be opened to the public until it has been licenced by, I suggest as an appropriate licensing authority the local authority. The issue of the licence would depend upon satisfying the authority as to the construction and equipment of the ground, its compliance with regulations and the proposed maximum figures of admission to the different parts."

2.12 Mr Hughes went on to say:-

"Compliance with the recommendations of this Report will cost money. They will involve grounds in a loss of gate money on popular days The insurance for greater safety for the public demands a premium".

Mr Hughes ended his report by saying:-

"I earnestly hope that, if the proposals I have made in this Report, or similar suggestions, commend themselves to you, Parliament will not be slow in granting you the necessary powers."

The Chester Report

2.13 Mr Hughes' words fell on deaf ears. It was another 22 years before there was a further report commissioned by the Government on the problems of football. In June 1966, the then Secretary of State for Education and Science appointed Mr Norman Chester CBE, as he then was (Warden of Nuffield College, Oxford) to chair an Enquiry. His terms of reference were 'To enquire into the state of Association Football at all levels, including the organisation, management, finance and administration, and the means by which the game may be developed for the public good; and to make recommendations.'

2.14 Mr Chester made this observation about crowd behaviour:

"In recent years there has been an increase in disorderly behaviour by spectators. During the period 1946 to 1960 there were 195 cases brought to the attention of the FA, an average of 13 per season. In the following six seasons 148 cases were reported, an average of 25 per season. The matter was discussed some time ago at a meeting between representatives of a number of police forces (including the British Transport Police) the Football Association and the Football League. Both these governing bodies have been very concerned at this development."

2.15 The Report continued:

"We have not been able to devote the time and resources to the study of this problem which its complexity deserves. We very much welcome the initiative of the Birmingham Research Group of which Dr J A Harrington is Research Director and have been fortunate enough to see the Group's preliminary report. We are sure that its findings will be of value to all concerned."

The Harrington Report

2.16 This was made to the then Minister of Sport.¹ It had observed:

"Some spectators carry knives, hammers, sticks and spikes, choppers, and other offensive weapons like powdered pepper which are not necessarily used for violent purposes but may be used in threatening displays. There is also the problem of singing or chanting bawdy or obscene songs and phrases some of which are also threatening and provocative." (Page 8)

¹ "Soccer Hooliganism: A Preliminary Report."
Bristol: John Wright and Sons Ltd 1968

2.17 About riots the Report said:

"That while such riots must be regarded as almost unknown accompaniments of football in this country, their potential seriousness and danger was exemplified recently by football riots in Turkey, where many people were reported killed. While comparable riots seem unlikely here, it would be foolish to rule out the possibility of much more serious crowd disturbances at football matches than we have yet experienced."

(Page 9)

2.18 The Report regretted inactivity thusfar (Page 33):

"The question of public safety and crowd control at football matches was dealt with by a departmental committee report published in 1924 (Cd.2088) and the Inquiry into the disaster at the Bolton Wanderers Football Ground in 1946 (Cd.6946) Unfortunately the most helpful suggestions in these reports have often been ignored, though the committee's recommendations do carry some weight with boards of football clubs."

2.19 The Report goes on:

"The absence of national legislation outlining minimum standards of safety and amenity at football grounds means that some club management do not feel obliged to put their grounds into a state considered by the police to be necessary for crowd control." (Page 33)

2.20 And it goes on:

"We feel that improved ground facilities would not only help to deal with the hooligan problem but do something towards its prevention. Clubs often seem keener to spend money on the purchase of players than to

undertake any major spending on ground improvement which would increase safety and make hooligan control easier. The loss of revenue which a club may suffer from alterations may be the determining factor. There is, of course, no obligation on a club to convert a ground which can accommodate 50,000 to one which takes a smaller number in conditions of greater safety and comfort. Letters from members of the public suggest that already some are staying away because of their dislike for poor facilities, overcrowding, and disturbances, so that the neglect of ground improvement may ultimately be self defeating." (Page 33-34)

2.21 So far as responsibility is concerned, the Report said (Page 35):

"We think that those responsible for club management and the governing bodies of football should accept far more responsibility for keeping their crowds in order. This applies not only within the stadium itself but to club supporters travelling in groups to and from matches. One gets the impression that some clubs disclaim any responsibility for the behaviour of their supporters and if the atmosphere of a Roman holiday is not deliberately fostered it is looked on with considerable tolerance. Football matches are commercial enterprises conducted for profit on private premises and clubs have therefore a heavy responsibility for keeping order and safety for the public on their premises."

2.22 In its summary the Report concludes (Page 56):

"The solution of the problem of hooliganism in the football stadium is ultimately the responsibility of individual clubs who must each deal with it in the light of local circumstances. While a few clubs are exemplary in their attitude to the problem others are

laissez-faire and need persuasion to take a more active role in trying to control hooliganism in their own grounds. This laissez-faire attitude does not help the police in their attempts to deal with the matter."

The Lang Report

2.23 Shortly thereafter, a Working Party under the chairmanship of Sir John Lang GCB and including a number of distinguished members, was appointed by the then Minister with special responsibility for Sport to examine the problems involved in football crowd behaviour to which attention had been called a few months previously by the Harrington Report. Sir John's Report was presented on 21 November 1969.

2.24 By way of introduction it said: "The Working Party was dealing with a subject which has been discussed almost ad nauseam during recent years. Not unexpectedly the Working Party has not found a single simple solution for a problem which is often due to a combination of factors." (Page 3).

2.25 The members of the Inquiry witnessed the demonstration of CCTV equipment and reported:-

".....the view was formed that closed circuit television could be of value in the general subject of crowd control and would be an important factor in preventing misbehaviour by spectators at grounds. It was a refinement which most of the top class clubs could be expected eventually to have as a matter of course." (Page 9).

2.26 About alcohol the Report said:-

"There can be no doubt that the consumption of alcohol is an important factor in crowd misbehaviour both because it stimulates quarrelsomeness and because empty bottles are dangerous missiles. There would be no advantage in refusing licence facilities to football club grounds - this would merely stimulate spectators to bring their supplies from outside." (Page 14)

The Wheatley Report

2.27 On 4 February 1971 the Rt Hon Lord Wheatley was asked by the Secretary of State for the Home Department and the Secretary of State for Scotland to make an independent appraisal of the effectiveness of existing arrangements for crowd safety at sports grounds in Great Britain and of the improvements which could be brought about within the present framework of the law and to consider the nature of any alterations in the law which appeared to be needed. This arose from the disaster at Ibrox Park where 66 spectators died.

2.28 On 16 March 1972 Lord Wheatley completed his Report and it was presented to Parliament and published by HMSO as Cd.4952.

2.29 The Report contained a technical Appendix. Following the Report the Safety of Sports Grounds Act 1975 was passed. A licensing system involving the issue of a safety certificate for designated grounds was introduced and supporting guidance (the Green Guide) was published. In his Report Lord Wheatley said:

"I recognise that a decision to introduce a licensing system for grounds along the lines I have recommended may cause anxiety to some football clubs and football administrators. As I see it, their misgivings are associated with a fear that such stringent conditions

might be attached to the granting of a licence that many clubs may not be able to afford the cost and may have to go out of business." (Paragraph 66)

2.30 "My answer to that is this. My task was to consider the problem of crowd safety at the grounds. Clubs which charge the public for admission have a duty to see that their grounds are reasonably safe for spectators. That is a primary consideration. It is accordingly necessary that some standards should be imposed and observed. This has been recognised by the football authorities themselves

I have canvassed all the alternatives that have been proposed or which I personally thought were reasonable to consider, and the one which I decided was best to meet the situation, in the interest of the public, is the licensing system by a local authority. There is nothing new in this proposal. It has been mooted for almost 50 years. It can come as no surprise to the football world, and in the light of happenings over the years the demand for an independent appraisal and determination of the safety of grounds becomes almost irresistible. I certainly cannot resist it." (Paragraph 67).

2.31 Lord Wheatley ended his Report by saying:

"I trust that this Report may be of assistance to you in deciding what should be done to solve this important question of crowd safety in football grounds. One thing is certain. The public demand for something to be done has been growing over the years. I am sure I am reflecting public opinion when I say that something must be done now. The evidence certainly supports that view."

The McElhone Report

2.32 In October 1976 the Secretary of State for Scotland asked Mr Frank McElhone MP to chair a Working Group on Football Crowd Behaviour "to consider the problems caused by some Scottish football supporters and to make recommendations to the Scottish Football Association and other organisations concerned." Among the membership of the working group were representatives from the football authorities, from the football clubs and the Strathclyde Police.

2.33 In the introduction to the Report² Mr McElhone said:

"There is no simple solution to the problem; it is but one of the manifestations of anti-social behaviour besetting society in general today. We have however in our findings arrived at a number of conclusions and recommendations which we hope, given a commitment to implement them on the part of all those most closely concerned, will go some way towards reducing the problem of hooliganism at football matches and by so doing turn football grounds once again into places of entertainment where parents can take their children to enjoy, in relative comfort and safety, the pleasures of our national game."

2.34 The Report observed that:

"A hooligan is a hooligan no matter where he operates and the fact that his behaviour is conspicuous at a football match has very often nothing to do with the game itself". (Paragraph 4.)

Mr McElhone saw the problem as one of trying to reduce or at least contain the incidence of hooliganism at football matches without restricting the pleasure of the majority of supporters.

² Report of The Working Group On Football Crowd Behaviour
Scottish Education Department/HMSO 1977

2.35 So far as drink was concerned the Report recommended that it should be an offence for a spectator to carry or attempt to carry into a football ground alcohol; that it should be an offence to be in possession of alcohol within the ground or to attempt to gain admission while drunk. The Report recommended that more people who were physically capable of carrying out the duties of enforcement would have to be recruited and suggested that, in their recruitment of stewards, clubs should look to their supporters' clubs to assist in providing the kind of men required for the job. So far as transport was concerned, the Report recommended that it should be an offence for anyone to be in possession of alcoholic liquor on a vehicle hired specifically for the purpose of carrying passengers bound for a football match; or to allow any alcoholic liquor to be carried on a public service vehicle being used for the purpose of carrying passengers to football matches; or to allow the carriage of any drunken person on such a vehicle bound for a football match.

2.36 So far as the separation of supporters was concerned the Report recommended: "That in the interests of crowd control and safety, separation of rival supporters at turnstiles should be carried out if the police, in consultation with the club, consider such a step to be necessary; that for matches where larger than average attendances are expected, sufficient turnstiles should be opened timeously in order to achieve speedy admission:" (Recommendation 13)

In order to protect the players, match officials and the pitch, access to the playing area should be made as difficult as possible. To prevent an invasion of the playing area by spectators, the erection of a physical barrier in the form of a fence not less than 1.8 metres in height with access points to allow the pitch to be used if necessary for the evacuation of spectators in an emergency." (Paragraph 53).

2.37 A further recommendation was that: "the Courts should make full use of the higher fining powers under The Criminal Law Act 1977 in respect of common law offences which include malicious mischief, breach of the peace and assault, these being the most common offences associated with football hooliganism and in respect of persistent offenders, should normally impose prison without option." (Recommendation 19)

2.38 The Report recommended that "the police should have statutory powers to search for any containers in the possession of any person entering or attempting to enter football grounds" (Recommendation 24), but went on to point out that the clubs must bear their share of the responsibility for the behaviour and conduct of their staff at all levels. Among other observations the Report says this.

"We recognise that many football grounds in Scotland are very old; some could even be described as primitive in that not only do they lack any kind of comfort for spectators but they also lack basic amenities including adequate toilet accommodation. This primitive environment encourages some people to react in a primitive manner. Moreover, there is a strong case for more seating accommodation. In our view it would go a considerable way towards reducing hooliganism; potential trouble spots could be more quickly recognised and identification of troublemakers by police would be made that much easier." The Report therefore recommended "that clubs should consider the provision of additional seating accommodation. In addition, clubs must provide adequate toilet facilities for men and women and generally improve amenities for spectators." (Paragraph 88).

2.39 This Report also recommended that "players should be encouraged by the clubs to extend their voluntary public relations work in the community, including personal appearances at youth clubs etc and coaching sessions in schools with the objects of promoting the game and the concept of good sportsmanship." (Recommendation 37) CCTV was

recommended and supporters' clubs encouraged. The Scottish Football Association was recommended to take appropriately firm action against clubs.

Department of Environment Working Group

2.40 The most recent Government publication on the subject of football is the Report of an Official Working Group on Football Spectator Violence set up by the Department of the Environment which was published by HMSO in 1984. The Working Group was set up following serious incidents of violence involving British supporters at England's soccer matches in Luxembourg and France in November 1983 and February 1984 respectively. It dealt partly with problems arising out of international football.

2.41 However, as regards domestic football the Report said "the Group reaffirmed the importance of consistent planning, preparation and coordination; of building on experience; and of the need to consider afresh all possible measures including those previously thought to be impractical or unnecessary" (Paragraph 5.1)

"We recommend that the Football Association reviews and better defines its powers and procedures and the responsibilities of the clubs. If their powers prove to be inadequate the Association should consider enhancing them" and the Report went on "This would better equip the Football Association to implement some of our recommendations". (Paragraph 5.5).

2.42 The Football Association had issued a "blueprint" detailing the precautions which league clubs should take against violence, which was circulated to clubs at the beginning of 1983/84 season. The Working Party Report said that it ".... has not been rigorously adopted by all clubs. Since it represents the collective wisdom of football clubs, many of whom have successfully countered serious threats of

violence its implementation should have prevented some of the violence in grounds last season."

2.43 The Report observed that the enforcement by the Football Association of its "blueprint" occurs after the event when the deficiencies in a club's planning has become apparent. The Report recommended that "improved means should be found for ensuring that clubs adopt the provisions of the "blueprint" in a way appropriate to their own grounds and matches."

(Paragraph 5.7)

The Report went on to recommend that each club should produce a detailed set of plans to be submitted to the football authorities for endorsement. This would prevent some clubs from avoiding their responsibilities and might ensure also a more co-operative and committed response.

2.44 The Report recommended that matches between high risk clubs should be programmed so that the risk or threat of violence could be reduced. The Report said: "It is more likely to take place at the beginning and end of the season and at holiday periods, particularly at seaside fixtures when other groups of young people sometimes also clash with football supporters." (Paragraph 5.15)

2.45 The Report went on to recommend the introduction of club membership, the introduction of CCTV and closer links with the community. It did not recommend that alcohol should be banned in grounds and concluded that in the absence of clear evidence that the introduction of legislation along the lines of the Criminal Justice (Scotland) Act 1980 would reduce violence at English soccer matches, it could not recommend such action. Furthermore, said the Report "legislation of this kind would be unwelcome to many; the majority of football clubs are untroubled by violence and would unnecessarily be penalised financially and the vast majority of non violent spectators would suffer for the actions of the few". (Paragraph 5.35) The group did not recommend additional measures for banning alcohol on trains or on football coaches.

Conclusion

2.46 The theme of all these reports (and there are numerous reports and discussion papers by other bodies) shows that the following are measures which have been frequently recommended:

1. Closed Circuit Television
2. Membership Cards
3. Segregation
4. More seating at football grounds
5. Encouragement of Supporters' Clubs
6. A ban on alcohol
7. Involvement of the clubs with the community
8. Heavier penalties.

I too shall argue for these and related measures. It is to be hoped they will be more vigorously pursued by the appropriate bodies than in the past.

Future safety at sports groundsSafety of Sports Grounds Act 1975

3.1 The terms of reference of my Inquiry require me to comment upon the working of the Safety of Sports Grounds Act 1975. The Act was introduced in 1975 to give effect to the recommendations of an Inquiry into Crowd Safety at Sports Grounds. This Inquiry, under the chairmanship of Lord Wheatley, was set up in February 1971 following the tragedy at Ibrox Park in January 1971 when 66 people died as a result of pressure from massive crowd surges on a gangway towards the end of the match.

3.2 The main concern of the Wheatley Report was, understandably, with crowd safety in the context of the hazards of uncontrolled crowd movement, with the measures appropriate for mitigating such risks and with the provisions of a regulatory system to ensure that necessary safety measures were taken.

3.3 The statutory framework of the Safety of Sports Grounds Act 1975, providing for local authority certification of designated stadia, follows broadly the pattern outlined in the Wheatley report.

3.4 My enquiries into the working of the Act have shown that in the designated stadia it has proved effective in securing improvements in safety. Until August 1985, however, the only stadia designated were those with accommodation for over 10,000 in Divisions One and Two of the Football League, the Premier League in Scotland and certain international football and Rugby League stadia. In August of this year, following the tragedies at Bradford, Birmingham and Brussels, designation was extended to Divisions Three and Four of the Football League and to Divisions One and Two of the Rugby League.

3.5 The provisions of the Act have not been applied. to the remainder of stadia and grounds in England and Wales and Scotland. I find that neither it, nor the Home Office/Scottish Home and Health Department guide associated with it (the Green Guide) have been successful in raising the levels of safety at the non-designated grounds. I have the clear impression from my various enquiries that until the tragic events at Bradford, Birmingham and Brussels, the Green Guide was disregarded by the non-designated clubs. There has, however, been an upsurge of interest since these events took place and there have, of course, been the further designations referred to above. These developments do not themselves, in my view, yet assure a proper standard of safety for the public at sports stadia and grounds. They do, however, provide a climate in which, if prompt action is taken, a proper standard can be set and maintained. It is to be hoped that this opportunity will not be missed.

3.6 In his report Lord Wheatley identified the various problems in the grounds relating to crowd pressures and gradients in covered stands as well as the more acute risks that such factors presented on the standing terraces. He also drew attention to the dangers peculiar to stands, such as the risk of fire, which normally do not arise on open terraces. Lord Wheatley went on to say: "Many of the stands used at present were built years ago. The materials of which they are built, their design and the use to which the accommodation underneath is put, may constitute fire risks. Thus while events in recent times have highlighted the dangers in the terracing and its exits, the potential dangers in stands are self-evident."

3.7 The level of spectator accommodation currently required before a stadium can be designated is not an indicator of all the risks identified by Lord Wheatley as being present in sports grounds and stadia. Whilst it is acknowledged that a designated ground will have

all safety matters attended to, there are present, on many non designated grounds, stands capable of accommodating large numbers of spectators. If these grounds do not qualify for designation, the risks, in particular those associated with fire, will not receive the systematic attention that they should.

3.8 There is, therefore, a need to reconsider the application of the safety controls at sports grounds. To ensure the safety of persons attending it will be necessary to provide a wider measure of control in future over sports grounds, sports stadia and indoor sports arena than currently.

3.9 There is no wish on my part to add unnecessarily to the burdens which those who organise and manage the various sporting activities carry. There is, however, a real responsibility to ensure that those people who attend sporting events can feel confident that all reasonable steps have been taken to ensure their safety in case of emergency.

Future designation and certification policy of grounds with accommodation of over 10,000

(1) "Stadia"/"Grounds" distinction

3.10 The power under Section 1 of the 1975 Act to designate stadia as requiring safety certificates has been applied only to the grounds of the four Divisions of the Football League in England and Wales, to the two Divisions of Rugby League, to the Premier League in Scotland, and to a small number of major international grounds where football is played. Three of the major grounds where Rugby Union is played are also covered, Twickenham, Murrayfield and the National Stadium at Cardiff Arms Park.

3.11 In my interim report, I provisionally recommended that

there should be designation of those grounds capable of holding over 5,000 spectators¹ and that indoor sports premises should also be designated². I have now had an opportunity of reconsidering the position of further designation after hearing extensive evidence on the matter. I have had to take into account, for example, the financial position of the smaller clubs and balance that against the general safety of the public.

3.12 By Section 1(1) of the Safety of Sports Grounds Act 1975, the Secretary of State may by order designate as a stadium requiring a safety certificate any sports stadium which, in his opinion, has accommodation for more than 10,000 spectators. By Section 17, sports stadium is given a particular meaning, namely "a sports ground where the accommodation provided for spectators wholly or substantially surrounds the area used for activities taking place on the ground."

3.13 According to Section 17 of the Act, sports ground means "any place where sports or other competitive activities take place in the open air and where accommodation has been provided for spectators consisting of artificial structures or of natural structures artificially modified for the purpose."

3.14 There is, in my view, no logic in making a distinction for safety purposes between a sports ground and a sports stadium, simply according to whether the accommodation surrounds, say, three or two sides of the ground. For instance, a Bradford-type stand is just as dangerous to the occupants in a "stadium" as in a "ground". In my view, the limitation on the interpretation of sports stadium, namely that the structure has "wholly or substantially to surround the area

1 Interim Report: Provisional Recommendation 6
2 Interim Report: Provisional Recommendation 5

used for activities", is a limitation which should now be removed and the Safety of Sports Ground Act 1975 should apply to any sports ground as defined in Section 17 of the Act. I recommend that the distinction between sports grounds and sports stadia be abolished.

(ii) Extension of designation under Section 1 of the 1975 Act

3.15 Given the present structure of the Act, I first have to consider those grounds and stadia with a capacity for accommodation in excess of 10,000 spectators but which are presently undesignated. Should they all be designated? Or should the full procedure under the Safety of Sports Grounds Act be limited to those sports where in addition to a fire hazard there is a general problem of crowd control?

3.16 It has to be recognised that at any sports ground or stadia there may be three potential hazards - the fire risk, structural failure and problems of crowd control. But it does not follow that all grounds with accommodation for over 10,000 spectators have all three problems. There are sports stadia and grounds where by reason of the activity and the atmosphere there is no crowd control problem. For them I see no purpose in imposing the full certification process under the Safety of Sports Grounds Act.

3.17 Lord Wheatley, in his report, recommended (Paragraph 56) that the licensing system should be phased as follows:

Category 1 (a) All International Grounds ie Hampden Park, Ninian Park, Wembley Stadium, Cardiff Arms Park, Murrayfield and Twickenham.

(b) All English 1st and 2nd Division Football League grounds and all Scottish 1st Division Football League grounds.

Category 2 (a) All English 3rd and 4th Division Football League grounds and all Scottish 2nd Division Football League grounds (unless in Category 1).

(b) Rugby League grounds.

Category 3 Grounds of other Soccer Clubs and Rugby Clubs of either code with a capacity of more than 10,000 spectators.

Category 4 Grounds with a capacity of not more than 10,000 spectators, having structural accommodation such as stands for spectators.

3.18 Apart from some clubs who were then in the Scottish 1st and 2nd Division (as it then was) all grounds in Categories 1 and 2 have now been designated. Rugby League grounds which have already been designated present an similar picture to Rugby Union grounds both in size and shape and in the number and behaviour of their spectators. Currently they have little or no hooligan problem. But safety in the stands and on the terraces needs to be considered, having regard to the movement of large crowds which some Rugby Union games attract. Accordingly, it seems to be right that Rugby Union grounds with accommodation for over 10,000 spectators should now be considered for designation.

3.19 The other sport which attracts large numbers and has problems of crowd safety similar to Rugby Union or Rugby League is cricket. Also at some grounds an element of "football" hooliganism has started to appear on some occasions particularly at the one-day games. Lord Wheatley concentrated on the problem of crowd safety at soccer grounds and also considered Rugby League and Union. Understandably he did not consider other sports such as cricket.

3.20 Having regard to the large number who attend some cricket matches and to the risk in terms of crowd safety that their attendance presents, it seems to me to be right that those cricket grounds which have accommodation for more than 10,000 spectators should also be considered for designation.

3.21 I have considered other sports where accommodation for spectators exceeds 10,000. At present there appears to be no real problem arising from crowd pressure or hooliganism at these sports. I conclude therefore that it is unnecessary to impose full designation under the Safety of Sports Grounds Act 1975 on any other grounds with accommodation for over 10,000 spectators.

3.22 It has been suggested that the general system of control of sports grounds might best be governed by The Fire Precautions Act 1971. The fire service representatives who gave evidence argued that it would be very much better if all matters relating to fire precautions were dealt with by them under one single Act. At first sight that has much to commend it. But there is also an argument that all matters of safety in sports grounds should come under the umbrella of the Safety of Sports Grounds Act 1975.

3.23 The Safety of Sports Grounds Act 1975 has now been operating satisfactorily for a number of years at designated grounds. It seems to me sensible that large sports grounds requiring a safety certificate should continue to be dealt with under the Act.

I am concerned, where possible, that all sports grounds requiring a safety certificate should come under the umbrella of a single Act. It is now not feasible

for the designated grounds under The Safety of Sports Grounds Act to be dealt with by any other legislation. Accordingly I recommend the further designation of sports grounds or stadia with accommodation for over 10,000 spectators where Association Football, Rugby League, Rugby Union and cricket is played in England, Wales and Scotland, under The Safety of Sports Grounds Act 1975.

(iii) Regulation of sports grounds/stadia not designated by Section 1 of the 1975 Act

3.24 I turn next to consider the question of those numerous grounds where the accommodation provided for spectators is below the 10,000 figure, and those with accommodation over 10,000 which are not recommended for designation. Nevertheless, there exists in many of these grounds stands which may accommodate several thousand people. An outbreak of fire could expose large numbers of people to serious risk of injury unless statutory provision is made for their safety in such an event. What then is to be done about the risk of fire at sports grounds and stadia which fall outside the system of designation, either because their capacity is below 10,000 or where their capacity is over 10,000 and Association Football, Rugby League, Rugby Union or cricket is not played?

3.25 The question then is, firstly, what system shall govern those grounds with accommodation below 10,000, and those not recommended for designation with accommodation over 10,000 and secondly at what level of capacity the line should be drawn. One possibility is that grounds and stadia not designated under the 1975 Act, but having seating capacity in a stand for over 500 spectators, should be designated under the Fire Precautions Act 1971. Another possibility is by the application of the "self compliance" procedure. (See paragraph 3.29 and 3.30)

3.26 In July 1985, you published a consultative document - "A Review of the Fire Precautions Act 1971." It was arranged that my attention should be drawn to it so that I might consider its application to my Inquiry into the operation of the Safety of Sports Grounds Act 1975.

3.27 In paragraphs 3.57 to 3.63 of my Interim Report, I dealt with the position of the Fire Authority at law under The Fire Precautions Act 1971. Two matters in the Consultative Document, which are of particular relevance to my considerations, are these. Because of the administrative workload of fire certification under the Fire Precautions Act 1971, and the failure of the Act to discriminate between the degrees of risk, it is suggested in the Consultative Document that what is needed is a more flexible and discriminating system of fire precautions control under which premises which pose the greatest risk to the safety of occupants in the event of fire can be identified. Secondly, the system should enable resources to be devoted to improving fire safety in premises which pose unsatisfactory fire risks, without having to devote equivalent attention to premises where standards are acceptable.

3.28 At present hotels, boarding houses, factories, offices, shops and railway premises are designated under the Fire Precautions Act 1971. Fire Authorities inspect these premises and issue a fire certificate with which the owner or occupier must comply. Sports grounds and sports stadia as such are not currently designated under the Act.

3.29 Put shortly, the proposal in the Consultative Document is that the Secretary of State should have power to designate premises by class of use similar to that contained in the Fire Precautions Act 1971. Those which are designated would first have to be registered; then an obligation would be imposed upon the person responsible for the premises to achieve and maintain reasonable standards of fire safety. For this

purpose he would be provided with advice in the form of an approved code of guidance. Thus the present fire certification process would be replaced by a system requiring the occupier to comply with the requirements of the Act by a specified date. The Fire Authority would have a duty to inspect and re-inspect after the said date to ensure that the occupier has in fact complied with the requirements of the Act.

3.30 This type of approach to compliance with the requirements of safety legislation (which for ease of reference I call self compliance) has not received universal approval among those to whom I have talked. However, for the purpose of application of the Safety of Sports Ground Act this approach may have some significance.

3.31 The Chief Fire Officers in England and Wales and the Firemasters in Scotland have already carried out a detailed survey of a large number of sports grounds and stadia which were not designated under the Safety of Sports Grounds Act 1975.

3.32 The returns from the Chief Fire Officers in England and Wales about the extent of restrictions or prohibitions they had imposed on the use of outdoor sporting venues of all kinds, show that by 17 August 1985 there were restrictions or prohibitions in some 106 grounds. In some cases Section 10 of the Fire Precautions Act 1971 had been used. In others Section 77 of the Building Act 1984 (which gives district councils certain powers in respect of dangerous buildings) had evidently been used and no doubt Section 10 of the Safety of Sports Grounds Act 1975 had also been invoked.

3.33 A total of 228 non designated sports grounds were inspected by Firemasters in Scotland. In August 1985 it was found that in about half of the grounds the fire precautions arrangements were unsatisfactory. At none of the clubs in

the 1st and 2nd Divisions of the Scottish Football League were the fire precautions found to be satisfactory. Six out of 20 needed significant work done to improve fire safety levels.

3.34 Having regard to the lack of safety precautions at sports grounds disclosed in evidence to me, it would in my view be a mistake to leave to sports grounds' management the discretion of "self compliance". I therefore recommend that all sports grounds and sports stadia not designated under the Safety of Sports Grounds Act 1975 and having a capacity in a stand of over 500 should be designated under the Fire Precautions Act 1971 as premises requiring a fire certificate.

3.35 The thresholds of 10,000 or of 500 are bound to be arbitrary and this is no more than an empirical approach. I have to exercise my judgement as best I can. It is an attempt to balance the expense of inspection against a reasonable degree of safety. It has to be remembered that the Fire Authority already have some control over non designated sports grounds by virtue of Section 10(1)a of The Fire Precautions Act 1971. Similarly, local authorities have some control under Section 10(1) of the Safety of Sports Grounds Act 1975.

3.36 Some anxiety has been expressed about the additional expense which would be incurred by further designation and questions were raised about resource implications. However, the authorities have already done the inspections necessary to ascertain the problems in many of the grounds and substantially to remedy them. Although further expense and time will be required if there is to be certification of all sports grounds with accommodation for over 500 spectators in a stand, nevertheless some of the ground work has already been done. The speed and efficiency with which the Fire Authorities have acted in carrying out the inspections is much to be commended and should allow for the early implementation of further designation.

3.37 I have given consideration to the possibility of using the provisions of the Safety of Sports Ground Act 1975 in relation to non designated sports grounds and sports stadia. It may be argued that it is more appropriate to use, if possible, the 1975 Act and have all sports ground and sports stadia under one Act rather than to apply the provisions of the Fire Precautions Act 1971 or in relation to structural safety the Building Act 1984 or the Health and Safety at Work etc Act 1974.

3.38 An additional difficulty may arise if the Fire Precautions Act 1971 is amended in the near future as a result of the proposals contained in the Consultative Document. Then the issue of a fire certificate under the Fire Precautions Act 1971 could create an anomalous situation in respect of other sports grounds or stadia which might be inspected after any changes in the legislation. It would, of course, be for consideration, as and when the suggestions in the Consultative Document are implemented, whether the self compliance scheme (as I have called it) would be sufficient to deal with the risk of fire at a sports ground or stadia. I do not comment on that. It is not, of course, possible for me to anticipate when legislation would be introduced or how the Act might emerge after debate. If, however, after debate it appeared that the fire certification process could properly be replaced by the self-compliance scheme in relation to sports grounds or stadia, then no doubt you would be advised that that was the proper course to take.

3.39 However, I have to deal with the position in relation to the non-designated grounds and stadia now. I have to take account that at grounds or stadia not designated under the Safety of Sports Grounds Act 1975 there may still be stands of the Bradford type; unless they are subject to adequate statutory control in the immediate future unacceptable risks may remain. Thus it seems to me that, until the legislation governing fire precautions has been amended or consolidated,

my recommendation about designation under the Fire Precautions Act 1971 of sports grounds and stadia should be implemented.

3.40 However, if it were possible under the provisions of the Safety of Sports Grounds Act 1975 to introduce some form of certification for those grounds and stadia not designated, it would be logical that all sports grounds and stadia should be under the umbrella of that Act.

3.41 By Section 15 of the 1975 Act, you "may by order direct that any of the provisions of this Act which are not expressed to apply to sports grounds other than sports stadia, shall, subject to such exceptions, adaptations and modifications as may be specified in the Order, extend to classes of such sports grounds". The effect of that is that you may apply to sports grounds, the provisions of the Safety of Sports Grounds Act 1975. In particular, you may apply those provisions relating to a safety certificate subject to such exceptions, adaptations and modifications as you may specify in the Order. Thus, so far as non-designated sports grounds are concerned, it would be possible for you, by Order, to introduce a modified safety procedure for those grounds relating to structural safety, crowd control and fire risk. This would have the advantage of covering the risks inherent at a sports ground.

3.42 However, there is a difficulty in that Section 15 may not govern non designated sports stadia. So that, if you were to proceed by an Order under Section 15, it might still leave the problem of sports stadia which are not designated, because Section 15 only applies to sports grounds which are not sports stadia.

3.43 It may, of course, be possible for the Safety of Sports Grounds Act 1975 to be so amended so as to have all sports grounds and stadia within the umbrella of the Safety of Sports Grounds Act 1975. That would make some sense.

3.44 Additionally, it may be argued that by amending Section 1 of the Safety of Sports Grounds Act 1975, all stadia which are presently not designated (by reason of having accommodation for fewer than 10,000 spectators) could be subject to a certification process under the Act. However, this certification process would have to be the full safety certification under the Act. There is no provision for a modified certification procedure for stadia under the Act as appear possible for sports grounds under Section 15. I have to consider the immediate problem, until the Act is amended, if it is. If it is thought that in the long term an amendment is the most sensible method of approach, I have to say however that a designation order under the Fire Precautions Act 1971 seems the only immediate step which can be taken to deal with the fire risk now.

3.45 Thus, while there are alternatives to the recommendations which I made in paragraph 3.34, they require amendment to Acts of Parliament, and until those amendments have been made, I am firmly of the view that my recommendation should obtain.

3.46 Much the same point may be made about indoor sports facilities, as I shall explain below (see paragraphs 3.53 - 3.59).

Structural safety of undesignated sports grounds and stadia

3.47 I return to the question how best to ensure the structural safety of those grounds and stadia not designated under the Safety of Sports Grounds Act 1975. It might be done by amending Section 15 of the Safety of Sports Grounds Act 1975 as I have already indicated. Unless and until that is done, what are the alternatives? It appears that there are three authorities who have the power to deal with breaches of structural safety at undesignated sports grounds: the Health and Safety Executive (under Section 3 of the Health and Safety at Work etc Act 1974); the county council (under Section 10

of the Safety of Sports Grounds Act 1975); and the district council (under Section 77 of the Building Act 1984).

3.48 It is also clear that while these authorities have the power to enforce provisions of their respective Acts, they have no duty to inspect the premises to ascertain whether there have been any breaches. This difficulty was highlighted by the events at Bradford referred to in my Interim Report.

3.49 It is in my view essential that one authority, and only one authority, should have the responsibility for the structural safety of undesignated sports grounds and stadia. If not, there will not only be a duplication of effort and waste of resources, but also a risk that no-one will in fact inspect these grounds and stadia.

3.50 The necessary inspection must depend on the perception of risk, particularly having regard to other buildings within the jurisdiction of the particular authority. But a duty to inspect and ensure compliance with reasonable standards of safety is necessary.

3.51 The next question is on whom this duty is to be imposed. The Health and Safety Executive are reluctant to intervene where there is already specific legislation (in this case the Safety of Sports Grounds Act 1975). They do not have the resources. Nor may they have quite the same expertise such as is readily available to the County council.

3.52 Alternatively, the duty could be imposed on the County council or district council. This is a matter upon which I do not have the evidence to judge, except to observe only that the County council already have a team who are expert in structural safety at sports grounds. On the other hand, I note that many of the powers of the Metropolitan Counties will shortly be transferred to Metropolitan District Councils. Additionally, it is suggested in a Consultative Document

published by the Health and Safety Commission: "Draft proposals for revising the Health and Safety (Enforcing Authority) Regulations 1977," that some of the powers of the Health and Safety Executive should be transferred to the district council. In the result, this must be a matter for Ministerial decision but I recommend that one authority must be given the responsibility for securing structural safety at undesignated sports grounds and stadia. The potential consequences of long term neglect in this area do not need to be highlighted by me.

(iv) Indoor facilities in England and Wales

3.53 In my Interim Report I was minded to recommend³ that designation should be extended to cover indoor facilities in England and Wales. A survey has been undertaken by Chief Fire Officers of 289 premises (in Scotland 26 premises were surveyed) with an overall spectator capacity over 1,000. Most of the premises are used for more than one sporting activity, of which the following are some examples: boxing, wrestling, judo, karate, gymnastics, athletics, football, tennis, basketball, netball, volleyball, badminton, hockey, squash, weightlifting, billiards, snooker, darts, table tennis, golf, archery, fencing and bowls as well as water, ice and equestrian sports.

3.54 In England and Wales over 80% of the premises are licensed under the Local Government (Miscellaneous Provisions) Act 1982 or equivalent GLC legislation because one or more of the activities requires licensing. Numbers of sporting activities within these premises will not, however, be covered by their licence against fire risk.

³ Interim Report: Provisional Recommendation 5

3.55 More than half of the remainder are subject to liquor licensing and/or other legislation which include consideration of the adequacy of fire safety measures, eg the Fire Precautions Act 1971, the Theatres Act 1968, the Cinemas Act 1985 and local legislation in relevant parts of the premises. In only 5% of these premises does no fire safety legislation apply at any time.

3.56 In 1983 there were around 200 fires in indoor sports premises in the United Kingdom. It appears that at about half of these fires no-one was present at the time. In approximately 40% of the total cases the cause was suspected to have been malicious ignition or children playing with fire.

3.57 These figures reveal that there is a fire risk at indoor stadia. There is no evidence to suggest that there is a crowd problem, nor that there is a problem of structural safety. Accordingly, it seems to me that what is necessary for all indoor sports facilities with accommodation for more than 500 spectators is a fire certificate under the Fire Precautions Act 1971. It may be in many cases that nothing further needs to be done. In others, it may be necessary for the protection of the public that further steps should be taken. That seems to me to balance the risk to the public with the expense to those responsible for the indoor sports facilities and also to bring the control of the fire risk at these premises within a single Act. Accordingly I recommend that all indoor sports facilities with accommodation for over 500 spectators should require a fire certificate under the Fire Precautions Act 1971.

3.58 If, however, the Local Government (Miscellaneous Provisions) Act 1982 or equivalent GLC legislation were amended to include all sporting and recreational activities, then I am satisfied that the necessary control in relation to fire precautions could be assured. Unless and until the Act has been amended in that way, I repeat that these premises should be designated under the Fire Precautions Act 1971 by Order and require a fire certificate.

v) Indoor facilities in Scotland

3.59 Fire precautions at indoor facilities in Scotland are governed by a number of different Acts. It is by no means clear to me that all activities at indoor stadia in Scotland are presently covered by fire regulations. Accordingly, I recommend an urgent review of the existing legislation and if there is such a gap, indoor facilities in Scotland should be designated under the Fire Precautions Act 1971 and require a fire certificate.

Section 10 and prohibition notices

3.60 As I have indicated I do not regard the proposals in the Consultative Document, for what I call self compliance, as appropriate for premises covered by the Safety of Sports Grounds Act 1975. There is, however, an important proposal in the Consultative Document about prohibition notices which is highly relevant to the application of the Safety of Sports Grounds Act 1975.

3.61 I had occasion, in my Interim Report (paragraph 3.60), to make some observations about the effect of Section 10 of The Fire Precautions Act 1971. This section seemed to me to be available only when there was an immediate risk of a fire taking place. The Consultative Document deals with this in this way:-

"32 In circumstances where an inspection revealed the existence of abnormally serious risk it is important that the fire authority should have power to prohibit or restrict the use of the premises until the necessary remedial action has been taken. So far as England and Wales are concerned the power currently available for this purpose under section 10 of the 1971 Act has not

been wholly effective. Some of the defects of Section 10 are:-

- (a) because of pressure on Magistrates Courts there are sometimes delays in obtaining the hearing of applications and some Courts insist on prima facie evidence before granting a summons;
- (b) considerable documentation is involved in cases where there are a number of occupants since they must each be summoned;
- (c) it must be demonstrated that the dangerous condition exists at the time of the court hearing. Consequently Section 10 procedures are not easily applied to situations which can be manipulated by the occupier to frustrate proceedings. Examples are the storage of inflammable material in exit ways and dangerous overcrowding at night;
- (d) in the event of failure to comply with the court order the only sanction is to proceed under the law of contempt which does nothing to remove the hazard which gave rise to the original complaint to the court."

3.62 I made a provisional recommendation at paragraph 3.61 of my Interim Report that Section 10 of the Fire Precautions Act 1971 should be amended so that the fire authority could go to court, not when the risk was so serious, but when the risk was an ordinary one. I hoped that the power would be exercised in cases other than those which were regarded as exceptional. Additionally, I was minded to recommend⁴ that there should

⁴ Interim Report: Provisional Recommendation 3

be power under S10 to apply for an injunction to the High Court or for an interdict to Court of Session in Scotland.

3.63 The Consultative Document (Paragraph 33) recommends a simpler method of approach and one which seems to me to be sensible. It says:-

"33 It is therefore proposed that provision should be made for authorised officers of the fire authorities to have a power similar to that accorded to Health and Safety inspectors under Section 22 of The Health and Safety at Work Etc Act 1974 to issue a Prohibition Notice. The 1974 Act procedures have the advantage of being simple to operate and, because no court hearing is involved, of achieving the aim of restricting the use of premises with the least possible delay. Once issued, a prohibition notice has more impact than action under Section 10, and is evidence of the situation, which if continued or repeated, could lead to immediate prosecution for failure to comply with the notice. As in the case of improvement notices, there would need to be suitable appeal provisions. Like Section 10 of the 1971 Act the power to issue restriction or prohibition orders extend to any premises falling within the general class of use from which a particular use could be designated."

3.64 Accordingly I recommend that provision be made in the Fire Precautions Act 1971 for authorised officers of the fire authorities to have power to issue a prohibition notice.

3.65 A similar difficulty also arises in the application of Section 10 of the Safety of Sports Grounds Act 1975. As I explained in my interim report, under the terms of this provision a court has to be satisfied that the danger is so great that immediate action has to be taken. There are thus difficulties for the local authorities who are responsible for enforcement in ensuring that some safety precaution is taken

by a club where there is no immediate risk of danger. It may be that the threat of Section 10 has and will continue to persuade clubs to do what is needed. However, it is clear that recently some local authorities have been requiring clubs to carry out certain expensive precautions which the club, on professional advice, do not themselves regard as either being a problem, or as being an immediate problem. Thus there may be a conflict between local authorities and clubs, which may have an adverse effect on the safety of sports grounds. In my interim report, at paragraph 3.76, I was minded to make a recommendation⁵ in relation to Section 10 similar to my recommendation on Section 10 of the Fire Precautions Act 1971. It seems to me, however, that the introduction of the power to issue a prohibition notice similar to that proposed in the Consultative Document on the 1971 Act would be a sensible provision and I recommend that provision be made in the Safety of Sports Grounds Act 1975 for authorised officers of the Local Authority to have power to issue a prohibition notice in relation to sports grounds and stadia.

Revocation of certificates; reinspections

3.66 Once a safety certificate under the Safety of Sports Grounds Act 1975 has been issued there is no power for the local authority to revoke it. By Section 4(1) 'the local authority may, in any case in which it appears appropriate to them to do so - (a) amend the safety certificate by notice in writing to its holder; or (b) replace a safety certificate.' It would be possible for the local authority, if a club did not comply with an instruction, to amend the certificate so that the particular area of the ground would have its numbers limited. I do not believe that this section was intended to act like a prohibition order, though it may have this effect. It seems not, however, to have been used in that way. In addition to a prohibition notice, powers should be given to the local authority to revoke the safety certificate. The ability for a local authority to amend a certificate, to

⁵ Interim Report: Provisional Recommendation 4

reduce the capacity could have the same effect as the power of revocation. But this is a device. The right to revoke the certificate should be available to the local authority and a right of appeal should be available to the holder of a certificate.

3.67 Another possibility would be to require that the safety certificate shall be re-issued annually; this would have two effects. It would ensure that there is an annual inspection; secondly it would give the local authority added power if a club were dragging its feet in carrying out some work which is required by the local authority. Some local authorities have complained to me that work which they require is often not done as quickly or as efficiently as it should be and that the effective sanctions are somewhat limited.

3.68 Nor is there any duty, under the Act, on the local authority to make a regular inspection. As a matter of practice it appears that some local authorities do make regular inspections. Representations have been made to me that in order to ensure that the provisions of the certificate are being carried out there should be a statutory obligation to have an annual re-inspection. I therefore recommend (1) an annual renewal of the certificate (2) a duty on the Local Authority annually to inspect the premises prior to re-issuing the certificate and (3) the power to revoke.

Composition of local authority team

3.69 I have been generally impressed with how well the 1975 Act has operated. There have been some criticisms by the various members who make up the certificating team that their particular expertise has not been given the full recognition that it should. In any organisation, let alone several organisations, some difficulties are inevitable due to the personalities of those involved. But the teams for the most part have worked together well.

3.70 The Fire Service have made representations to me about

their position in the "team". They rightly say that it is the local authority who issue the certificate. When the local authority receives a copy of an application for a safety certificate, it is to the chief officer of police and the building authority for the area in which it is situated to whom a copy of the application is sent. The local authority are obliged to consult them about the conditions to be included in the certificate. There is no express requirement that the Fire Service shall be similarly consulted. They also point out that on the hearing of an appeal relative to the terms of the certificate, the local authority can be a party; so, too, the chief officer of police and the building authority and any other person who may be concerned in ensuring compliance with the terms and conditions of the safety certificate. But not the Fire Service as such. If there is an appeal against a court order made under Section 10, under the Safety at Sports Grounds Act 1975, the local authority, the club, the chief officer of police and the building authority may be parties but again not the Fire Service as such.

3.71 The powers of entry and inspection are given to persons authorised by the local authority, to the chief officer of police and to the building authority. Again the Fire Service do not have the same power unless it is delegated to them by the local authority.

3.72 The Fire Service point out that though fire is one of the major risks at a sports ground, the Fire Service is not identified as having any particular role in the issue of the safety certificate or its enforcement. (I am dealing now with the position before the abolition of the Metropolitan Authorities). They complain that even if changes are made to permit a local authority to issue a prohibition notice under the provisions of the Safety of Sports Grounds Act 1975, they will be unable to do it on the spot. They suggest that it will be necessary for the solicitor to the local authority to be contacted, and that there are times when he may not be readily available to give the necessary authorisation for the prohibition notice to be issued.

3.73 I am unconvinced by this argument, particularly so since the fire officers produced no evidence to me as to any real problem during the years since the introduction of the Safety of Sports Grounds Act 1975. In the event that problems should arise in future because of the non-availability of the authorised local authority official, the matter can be speedily remedied by the local authority giving delegated powers to the chief fire officer.

3.74 It was further pointed out when district councils are given the local authorities' responsibilities in the Metropolitan County Council areas in 1986 there may be even more difficulties. I hope this is a needless anxiety. The elected local authority is, in the end, the body responsible not only under the Act but to local people. It would be possible for the local authority to delegate to each discipline the power to issue a prohibition notice - that must be a decision of each local authority. At the moment I do not accept that there is any problem in practice.

3.75 The fact that the Chief Fire Officer is not named as a party to the Act is said, albeit by only a minority among fire officers who spoke to me, to give rise to difficulties. It is argued that because of their expertise the Fire Service should be in charge of issuing the certificate and in enforcing the provisions.

3.76 It has to be pointed out that the fire service, important as it is, is but one arm of the local authority, which includes the surveyor's, architects, engineering and building and legal departments of the local authority. The reason that the Chief Officer of Police gets a special mention, and the Chief Fire Officer does not, is due to the constitutional position of Chief Constables and for no other reason. I find it difficult to believe that simply because the Fire Service does not get a specific mention in the Act it should not be able to work harmoniously with other sections of the

local authority; nor do I believe that if it were mentioned, greater harmony would result. I do not believe that it should be given the leading role in the team. The certification procedure is essentially a team exercise in which all the disciplines have to be consulted and in which all have an equal part to play. I do not in any way underestimate the immense value of the fire service but in my view the present system should continue. It would be a very unwise local authority which did not obtain and take full account of the views of the fire service.

3.77 The Society of Chief Building Regulation Officers also submitted evidence to me that their members should be responsible for the operation of the Act and that they are not, in fact, being consulted, on some occasions, as the Act requires.

3.78 There is no doubt that the chief building regulation officers do have a very important role to play. Their duties include linked statutory controls over existing buildings in relation to the safety of users. They have responsibility for the enforcement of other legislation controlling safety in buildings which are licensed as places of public entertainment or for public exhibitions or certain sporting contests. It is obvious that they, individually and collectively, have a large amount of expertise relevant to safety at sports grounds. They may well have as much expertise, or indeed more, than those who are part of the team at county level. They are physically closer to the actual grounds with which they are dealing.

3.79 For reasons which no doubt appeared valid at the time they were not, however, given the task of leading the team, when the Act was passed. For my purpose it matters not what the reason was. The fact is that the present situation has now obtained for ten years and has been working satisfactorily. It is therefore quite impossible now to start again, nor right for me to suggest that the chief building regulation officer

of a district council should take over the function of the county council. Of course the district council in the metropolitan areas will, from early 1986, be exercising the powers of the local authorities in respect of this Act previously exercised by county councils.

3.80 The Society of Chief Building Regulation Officers has also suggested to me that the consultation, imposed upon the local authority under Section 3(3) of the Safety of Sports Grounds Act 1975 with the building authority, has not in all circumstances been complied with. One of the difficulties that has been pointed out to me is that because of the geographical distance between the building authority and the local authority, the level of consultation with the building authority may be less good than with the other interested parties. I should be unhappy to think that was so. I have no firm evidence that building authorities are not fully consulted; but if it is necessary to emphasise the necessity for consultation, I am happy so to do.

A model safety certificate

3.81 I have seen a number of safety certificates. They vary enormously as to their detail. It would be useful if the local authorities could draw up a document which contains the conditions which most generally need to be included. They will have to avoid the danger of their model being treated as containing only minimal conditions or of a local authority treating the model as of universal application; each ground has different problems and a flexible approach is necessary. But guidance is needed, and I hope that the Association of Metropolitan Authorities, Association of County Councils and the Convention of Scottish Local Authorities will be able to draw up a suitable model.

The Green Guide

3.82 I have been asked to review this document. I have had many representations as to what should go into it. It has to be a document which is sufficiently detailed not to be merely a bland exposition of general precautions and at the same time it has to be flexible. Accordingly, I set up a technical working party with distinguished members under the chairmanship of Mr Killoran, my Fire Assessor, to examine what additions or alterations are needed to be made.

3.83 Their recommendations, which I accept and commend to you, are contained in Appendix E, as are their names. I am grateful to them for giving up so much of their valuable time and for the speed and expertise which they brought to the task. I add below my own comments and emphasis on one or two important matters connected with the Green Guide.

(i) Status of the Green Guide

3.84 I am satisfied that the Guide should continue to be voluntary and not form a statutory code; but it is important that all those concerned with sports grounds should read and understand the contents, and apply the lessons relevant to their own sports grounds.

3.85 A number of officials of sports grounds I have visited have pointed out that the Green Guide has in some case little relevance to their particular sport. For instance, questions of a perimeter fence at a dog or horse race are largely irrelevant. The Guide needs to be applied in a common sense way.

(ii) The Use of Timber in Stands

3.86 In my Interim Report, paragraph 3.132, I said I would like totally to prohibit permanent wooden stands, including

those made from combustible material. I recommended that the building of new permanent stands of combustible material should be prohibited as a general rule⁶ and I pointed out that treatment with fire retardant materials may not be effective. That recommendation was made on the advice of the fire authorities to whom I had then spoken. I had not then consulted the timber trades. Not unnaturally, such a recommendation caused a certain degree of consternation in the timber trades, and representations have been made to me that this sweeping recommendation should be reconsidered. In particular my recommendation was taken to mean that no wood should be used in new stands.

3.87 I have now had the opportunity to have a full discussion with the trade. I had, and have, no intention of banning all combustible materials from a stand. I was, however, anxious to reduce the fire risk as far as possible and it seemed evident that, the less combustible material in a stand, the less the fire hazard.

3.88 It was urged on me that if proper exits were provided then the danger from combustible cladding could be ignored. I believe it is important to deal with the risk of an outbreak of fire occurring by the provision of proper structural fire precautions, as well as providing an adequate number of exits for use in an emergency.

3.89 On 11 November 1985 new Building Regulations came into force which covered, inter alia, stands at sports grounds. It was suggested that if a new stand were to be built in accordance with the Regulations, there could be no criticism.

3.90 Unhappily, I have been advised that under the guidance issued in support of the new Building Regulations it would be possible, in certain circumstances, legally to build a Bradford type stand. The Department of the Environment recognise the problem and are to give urgent consideration to

⁶ Interim Report: Recommendation 13

altering the guidance on how to comply with the requirements.
I recommend that they do so without delay.

3.91 What then is to be done in the meanwhile? It is obviously possible to build a stand in combustible material which, because of its construction, will have a fire retarding effect, thus providing sufficient length of time to allow spectators to escape. Having regard to the general level of safety at sports grounds which has been revealed since the Bradford fire I am not optimistic that anything more than minimum standards will be adopted by some clubs because of financial problems.

3.92 I am anxious, therefore, about the possibility that some new single storey stands lacking adequate structural fire precautions might be built prior to any necessary amendments to the Building Regulations Guidance Codes. When they have been so revised conforming with them should be sufficient. Until then, I have to say that construction of a new stand with inadequate structural fire precautions constitutes a fire risk to which members of the public should not be exposed.

(iii) Artificial Pitches

3.93 Some concern has been expressed to me, in the light of greater use of artificial pitches, that there may be, in the circumstances of a fire such as occurred at Bradford, danger to the public from toxic fumes if the artificial pitch is exposed to too great a heat. I have not sufficient evidence upon which to pass any judgement. It is, however, a matter, which those who are concerned, namely the fire and football authorities, need to examine in close co-operation, to see whether there is in fact a problem, and if so to devise means by which such problem can be avoided. The Sports Council I understand have set up a Working Party with the assistance of the Fire Research Station to investigate the problem and hope to be able to report in 1986.

(iv) Temporary Stands and Marquees

3.94 In England and Wales and in Scotland there appears to be no general legislation governing the use of temporary stands and marquees if they are only in existence for less than 28 days. Fears have been expressed to me that the increasing use of these stands at golf matches and elsewhere gives some cause for concern, both from the safety of the structure in the case of stands and the fire hazard in the case of marquees and stands.

3.95 Hospitality tents which involve cooking facilities are now commonplace at sports grounds. Control of their use needs in my view to be considerably stricter. Fire authorities to whom I have spoken are concerned that, even when they are notified, it is sometimes not possible to be sure that a temporary stand is safe because it may be erected in the morning for use in the afternoon. It is not then possible for them physically to check their condition before the public are admitted.

3.96 I therefore repeat the recommendations in my interim report (3.151) that consideration should be urgently given to how best the question of temporary stands and marquees can be dealt with⁷; at present they undoubtedly constitute a risk to the public. I understand that there are plans for you to publish national guidance for fire precautions in places of public entertainment including temporary structures and marquees. I hope that this can be done quickly.

Variety of legislation

3.97 It has already been noted that there is a variety of laws governing sports grounds and indoor sports facilities and therefore there are different bodies with legal responsibilities. This is not likely to lead to efficiency of enforcement. One anomaly appeared during the course of my Inquiry. If Wembley arena is used for boxing it needs to be licensed because it is

⁷ Interim Report: Recommendation 18

"entertainment" under the London Government Act 1963 but the same stadium used for the 'Horse of the Year Show' does not. The result is that two quite different standards of safety can be applied to the events in the same building.

3.98 It is not possible always to eliminate anomalies in legislation which have grown up through a piecemeal approach to a particular problem. The anomalies apply to both outdoor and indoor sports grounds and stadia. In the long term they need consideration by the appropriate Government departments.

CHAPTER 4

Crowd Control

Who is to deal with the problem?

4.1 Everyone is agreed that there is no single answer to the problem of hooliganism at football grounds; there are, however, a number of steps which can be taken by various bodies interested in football which together may result in better control of the problem.

4.2 Thus Parliament needs to ensure that the police have the necessary powers. The police need to ensure that they identify and apprehend the law breaker and provide the proper evidence to secure a conviction. Courts need to pass the appropriate sentences and without undue delay. Clubs need to ensure that their grounds are physically safe, with reasonable facilities and staff properly trained to control those who are invited into the grounds and to deal with any emergency. They should involve themselves in community affairs. Managers need to ensure their players, by their behaviour on the field, do not incite the spectators. Parents too are involved. They have a general responsibility for where their children go and what they do.

4.3 The genuine law-abiding supporters, who are the vast majority, have an interest in ensuring the peaceful result of a football game by helping to support those enforcing law and order. The football authorities need to take a positive approach to football problems.

4.4 Persons in authority cannot stop violence by condemning it: but one thing is certain, that failure to condemn violence undoubtedly encourages it. Those who hold responsible positions, who encourage others to commit violence by failing to condemn or worse by praising violence, have much to answer for.

4.5 There is no typical football club. Among the league clubs in England, Wales and Scotland there are wide differences in quality of management and in attitudes. They range from the very good to the indifferent.

4.6 Every club has different problems. Each problem may need a different approach. Some clubs are virtually trouble-free, both in relation to their own supporters and supporters from other clubs. Some clubs may be trouble-free when they play at home but their supporters may cause trouble elsewhere. Some, a very small minority, have troublesome supporters generally. No one method to combat hooliganism will be successful on its own. What is needed is a recognition by all concerned and particularly by football clubs and the football authorities that nothing less than a determined and imaginative attack on the problem will save football.

4.7 While football is the national game and enjoyed by millions it has no natural entitlement to survival. It is but one form of entertainment in a highly competitive world of entertainment. The public are voting with their feet. Gates in the English League were down from 28 million ten years ago to 17 million last year. This year, except in the Fourth Division, figures are again down. Those clubs who are currently at the top of the League do not need reminding of other great names who once were regarded as the 'greatest' and who now languish in lower Divisions with large grounds, small crowds, large debts and faded memories.

4.8 With 92 League clubs in England and Wales it is not surprising that agreement on almost any proposal for action is difficult to reach, or that the football authorities are regarded by some clubs as quite ineffective. I do not see my role as laying down a blueprint for the survival of football. I am concerned with safety only. But if football falters then safety will suffer. Like others before me I can only point a way. I can

guarantee no success. But one thing is clear - those clubs which are unimaginative, weakly led or determined to live in the past will certainly go the way of the Dodo and the Brontosaurus.

4.9 Finally, it may be of interest to note the attitude of some football clubs^{in England and Wales}. After the fire at Bradford and the riot at Birmingham a general invitation was issued by me to all those interested in football to give me the benefit of their advice. This many did, and I was able to write my Interim Report with the advantage of their views. I was also able to visit a number of clubs myself and I had useful discussions with them.

4.10 In the Interim Report I again invited those interested in the very difficult problems in football to let me have their views. To make sure that I did, indeed, have the considered views of those most closely affected by the problems and most experienced in the game, I wrote a personal letter in the following terms to all 92 football clubs in the English League.

"I am anxious to have the views of the Clubs about what steps can be taken or recommended to prevent the repetition of the events at Birmingham. I shall, of course, be getting the collective views of the Clubs from the FA and Football League when I meet them again.

I would also welcome any views of your Club about other aspects of my Inquiry. In addition, if you would like to come and have a discussion with me I shall be happy to see you or any of your Board at your convenience."

OLIVER POPPLEWELL (sgd)

4.11 I am glad to say that a number of clubs helped me by giving me the benefit of their experience either in writing or by taking the time and trouble to come and talk to me - in

some cases clubs have done both. I also managed myself, together with my assessors, to visit a number of clubs. I am very grateful to them. Their views have been of immense value. I have, however, rather sadly to record that over 50 out of the 92 League Clubs did not even take the trouble to acknowledge receipt of my personal letter.

How can the problem be controlled?

4.12 I turn to deal with the elements which combined are necessary for coping with the problem of hooliganism.

A. The Police

4.13 I made it clear in my Interim Report that the state of the premises and the conduct of the event therein is not the responsibility of the police. A club is a commercial organisation, which is run for profit, and its legal status is little different from that of the person who organises a pop-concert, a garden party, or many other private events. Because, as a matter of practice, police officers have regularly attended in large numbers at football grounds, it has somehow been assumed by the clubs that the responsibility for control of what goes on inside the ground has passed from them to the police. A police presence is there to assist in the enforcement of law and order. Those responsible for organising a private function, however, have the primary and continuing obligation and responsibility to ensure reasonable safety for those who are invited onto their premises.

4.14 This responsibility, which is a legal responsibility, continues throughout the time that those whom they have invited onto their ground remain there. It does not, for instance, cease when an emergency arises.

4.15 The police's responsibility is to preserve law and order. When an emergency arises they are likely to be the only body there capable of dealing with it. They have the facilities. They have the training. They have the authority. As I said in my Interim Report, the police have to take the de facto responsibility of organising the crowd with all that entails.

4.16 This has given rise to a certain apprehension amongst police officers. What are the resource implications? Does it require a police presence at a ground, which hitherto has not had one? Does it require the presence at a ground, which presently has three or four constables, of a senior officer or more men in case an emergency arises?

4.17 It was never intended that my Recommendation¹ that "Evacuation procedure should be a matter of police training and form part of the briefing by police officers before a football match" should result in an increase of resources or of a greater presence by police officers at a ground. Their purpose at a ground is to assist in the preservation of law and order.

4.18 It is agreed generally that evacuation procedures, at major grounds at any rate, should be the subject of pre-planning, involving the club and its stewards, the local fire service, (whose experience in evacuation is second to none) and the police. The nature and extent of police manning will vary from club to club. Thus at a ground where there are only two or three police officers there will undoubtedly be a different system from that which exists at a ground where there are present 300 officers in the charge of a very senior officer.

¹ Interim Report: Recommendation 1.

4.19 Thus, whilst it is important that the police should treat evacuation procedure as a matter for training and briefing, they do that in order more readily to assist the owners of the private club to carry out their responsibilities, as they would any other private organisation in an emergency, and not as a result of any legal responsibility resting upon the police. It cannot be too strongly emphasised that it is upon the club, or the occupier of the ground who is putting on the function, that the primary and continuing obligation rests.

(i) Stewards and Policing

4.20 A number of clubs have been impressed by the presence of stewards from the visiting clubs who look after their own supporters. This is a practice which has much to commend it. One witness reported that at Ostend a serious confrontation between the Belgian police and Liverpool supporters was defused by the presence of Liverpool stewards.

4.21 In some police forces it has been possible for one or two officers to travel with fans when they go away and thus assist the 'home police' in identifying trouble makers. In other cases home stewards have been able at away matches to stand at the home turnstile and ensure that their own supporters do not infiltrate the opposition terraces.

4.22 A number of clubs have shown me the handbooks which have been issued for their stewards. I have seen also cards issued to police officers with instructions as to their duties in the ground. The handbook for Bristol Rovers, for instance, was written pursuant to the conditions of their Safety Certificate and was approved by the police. It is a thoroughly comprehensive and sensible document dealing both with general matters of stewarding and with the question of evacuation in the event of an emergency. It is to be hoped that all other clubs will have done the same.

4.23 In my Interim Report I recommended that 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"². Leicester City Football Club have a system of exit doors worked on a magnet system which are automatically controlled from a central office. Ipswich, have a similar sort of system. Understandably there is concern that if my Recommendation were applied to them they would be required to have a steward at each gate and that this would vitiate the whole scheme. It was not my intention that this Recommendation should apply to exits which are automatically controlled, if these types of mechanisms are acceptable to the responsible local authorities.

(11) Powers of Search

4.24 In my Interim Report I said that I was minded to recommend that, in England and Wales, the police be given the unfettered right of search before entry into football grounds, by statute.³ I there set out the problems relating to police powers of search which are contained in Police and Criminal Evidence Act 1984 which come into effect on 1 January 1986.

4.25 The disquiet arose because, by S1(3) of the Act, a constable only has power to search a person or a vehicle, or anything in or on a vehicle, if he has reasonable grounds for suspecting that he will find stolen or prohibited articles. A prohibited article includes an offensive weapon.

4.26 The passage of the Bill through Parliament gave rise to considerable controversy about the extent and nature of police powers. On the one hand there were those who expressed

² Interim Report: Recommendation 11

³ Interim Report: Provisional Recommendation 1

disquiet about what were called colloquially the 'sus laws' and those who wanted to give the police a more effective weapon against crime. It is not part of my function to comment on the arguments nor on the result. Nor do I wish to make any observation about the Act, save in relation to sports grounds (and particularly football grounds) with which I am concerned. The wider implications are not for me to consider.

4.27 Football grounds are in their way unique in that they are a regular place for very large numbers of people to meet. Some of those who attend football do so intending to cause trouble. Every Saturday, for about three quarters of the year, about half a million people go to football matches. Thus football is different in kind, nature and purpose from any other activity of the community.

4.28 The "reasonable ground for suspicion" safeguard in the Act, which is there for the general protection of citizens as they go about their ordinary business, needs to be reconsidered in the light of what actually happens at football grounds.

4.29 The effect of the "reasonable ground for suspicion" clause is that anyone can go into a football ground carrying a weapon without fear of detection or search by simply carrying it in his pocket. There is nothing thereby to give a constable reasonable ground for suspecting that he will find an offensive weapon. No one wishes to see a situation in which it is possible for a large number of people to be at a football ground in possession of offensive weapons. If there is, as I believe there is, a determination by all responsible members of the public to seek ways to remove violence at football grounds, any measures which assist in that task need to be considered.

4.30 The difficulty which arises at present is this: 5,000 fans seek to enter a football ground. Experience shows that some will be carrying an offensive weapon. A police officer has no special method of detecting which of those 5,000 is carrying an offensive weapon. He may reasonably suspect that some, or many, will be doing so. He cannot individually identify those persons. Thus he is not empowered by the Act to search that person, either before or after entry.

4.31 I have observed police searching visiting fans on a number of occasions. It was a light-hearted affair to which no one appeared to take objection. It was speedily done. No one was asked for their consent. It has been put to me that if there is a general search there is less likely to be trouble than if a single person is picked out who wants to know why he has been individually selected.

4.32 What then is to be done? I believe a football ground should be treated as a special case. So far as searching people entering the ground is concerned it has been suggested that it can be made a condition of entry that they agree to be searched. Thus, it is said that anyone who is inside the ground is deemed to consent. Therefore the search by a police officer is not a search under the provisions of the Police and Criminal Evidence Act 1984 but is contractually agreed to by reason of an arrangement made between the Football Club and the spectator. This is an arrangement which can be properly made. It takes it outside the Police and Criminal Evidence Act 1984. Of course it only applies after the spectator enters the ground, because the contract is made as he enters the ground. But at many grounds there are physical problems about searching within the ground. Thus that solution is not really a practical one.

4.33 What then about searching a spectator before he enters the ground? It is suggested that the limitations of the

Police and Criminal Evidence Act 1984 do not apply if a policeman says in effect to a spectator: 'I propose to search you'. If the spectator says nothing, or agrees, then because it is a voluntary search the policeman need not have reasonable grounds for suspicion under the Police and Criminal Evidence Act 1984. If the spectator does object, then the police officer says to him 'I cannot therefore search you, but you will not be allowed into the ground'. He then will go and report that fact to the operator of the turnstile who will decline to admit the spectator.

4.34 This allows a police officer to search by a method outside the provisions of the Police and Criminal Evidence Act 1984.

4.35 Unless a search is made lawfully by agreement or under the provision of the Police And Criminal Evidence Act 1984 it constitutes an assault. But if a spectator agrees to be searched, a police officer is not guilty of an assault. There are, however, a number of problems. Firstly, the Police on the occasions I have witnessed invariably search without any sort of discussion. Is silence by the spectator consent? If the consent is obtained by the threat of refusal of entry is it consent? And finally at what age can consent be given by a spectator? If it is not until 16 or 18 years of age then the proposed system is of little value.

4.36 It is not my task to give a definitive ruling on these matters; but the disquiet which has been expressed by the Police leads me to suggest that if the present practice of searching those who enter a football ground is to be allowed to continue, it should be carried on in circumstances where the practice is clearly legally based.

4.37 It has, I think, to be recognised that a football match is an occasion outside the ordinary run of normal activity of

the community. Accordingly there is no reason why there should not be specific provisions relating to activities at football matches. This is the case with the Sporting Events (Control of Alcohol etc) Act 1985. It has been recognised to be wrong to give the police a general power of search in all circumstances. But I am absolutely satisfied that the control of hooligans at a football ground could be seriously hampered by the inability of the police lawfully to search at random those entering the ground.

4.38 I recommend, therefore, that in England and Wales the unfettered right to search those who are either entering or trying to enter a football ground should be conferred by statute. In Scotland there are divided views. Consideration should be given as to whether this recommendation should be extended to Scotland. The Scottish Police do not as a matter of practice search before entry as the police in England and Wales do. It may be that because of their 'breach of the peace' offence, (see Paragraph 4.68 - 4.70 below) they have found that fans dump weapons and other undesirable items including alcohol outside the stadia before they enter without the necessity for searching. There is no doubt that the knowledge that there is to be a search has proved to be a deterrent to bringing into the grounds these undesirable items.

4.39 A similar problem arises out of Sporting Events (Control of Alcohol etc) Act 1985. That Act was designed, among other things, to prevent those entering sports grounds from taking alcohol in with them. By S.7(2) 'a constable may search a person he has reasonable grounds to suspect is committing or has committed an offence under this Act and may arrest such a person.' While the police officer obviously has reasonable suspicion for looking inside a bag which plainly contains bottles, or bears the name of some well known supermarket, those whose ingenuity is greater will not be subject to suspicion if they bring a bottle or cans in an inside pocket

of a heavy overcoat. Thus the clear intention of Parliament is flouted.

4.40 An additional problem has been drawn to my attention in relation to the searching of vehicles on suspicion of carrying alcohol. By Section 7(3) the police have power to search vehicles being used for the principal purpose of carrying passengers for the whole or part of a journey to or from a designated sporting event on reasonable suspicion. The Act, however, does not cover all vehicles but only public service vehicles or railway passenger vehicles.

4.41 The problem of control, which has arisen, is that a large number of trouble-makers now no longer go by public transport. They do not wish to be organised or disciplined, and choose now to go in their own or hired vehicles. Minibuses are favoured but they are by no means the only type of vehicle used. In some cases the troublemakers carry with them a large quantity of drink which they consume before they get to the ground. They may even intend to smuggle drink into the ground. There is presently no power to search such vehicles for alcohol, whether or not there is reasonable suspicion. The right to search these vehicles gives rise to a number of very difficult questions, but you should be aware of the problem.

(iii) Offences

4.42 There is general agreement among the police officers to whom I have spoken that their powers to deal with the more serious specific criminal offences are adequate. These include assault, wounding, actual bodily harm, assault on the police, obstructing the police, criminal damage and possessing offensive weapons. In addition, the Law Commission has recently made a number of recommendations about offences relating to public order (Law Commission 123) which appear in your Review of Public Order Law (Cmd Paper 9510).

4.43 The recommendations of the Law Commission do not, however, deal specifically with other unacceptable forms of behaviour at sports grounds which have come to my notice, namely the throwing of missiles, running onto the pitch and obscene and racist chanting. They are less serious in the sense that throwing a missile is not as important as an offence of riot. On the other hand, it is quite obvious that throwing a missile at a football match often triggers disorder. It is the inability to prevent or check that trigger which leads to greater disorder. Just as a bucket of water might extinguish a fire, if detected in time, so the ability to deal with the first sign of trouble on the terraces is likely to have a beneficial effect. It is no comfort to be able eventually to punish those who engage in a full-scale riot if the riot could be prevented at a much earlier stage by stopping those guilty of missile throwing or other disorderly conduct just as soon as they begin. Should they be specific offences or can they be dealt with by an offence of breach of the peace or disorderly conduct?

4.44 It is acknowledged that the mood of a football crowd can be very volatile because of the nature of the game, the excitement the game engenders and the behaviour of the spectators. The margin between order and disorder at a football match is very narrow and it does not require very much to turn an exciting but peaceful afternoon into a scene of grave disorder. The balance is a fine one and can be upset by what would be regarded elsewhere as a trivial incident. Thus disorderly conduct which would pass as unremarkable in everyday life takes on a new significance in the context of a football match.

a) Throwing of Missiles and Running on to the Pitch

4.45 The first question to be asked is whether either should be an offence at all. Nearly everyone is agreed that throwing a

missile at a football ground should constitute an offence. So far as running onto the pitch is concerned there are divided views. Those who are against it say, quite rightly, that a properly organised stadium will have perimeter fences which will prevent people from running onto the pitch; therefore those who run onto the pitch may only do so because they want to escape from danger on the terraces. They may also run onto the pitch at the end of play in excitement, but do no harm to anybody. If there is a specific offence and it is not enforced this brings the law into disrepute. Indeed, it may be very difficult to enforce if a substantial number of people run onto the pitch. There is also the difficulty of drafting an offence so as to exclude the person who legitimately comes onto the pitch.

4.46 The contrary argument is that if there is an offence of running onto the pitch people will not do it. In Scotland, where the breach of the peace offence seems to me to be effective, large football grounds do not have pitch perimeter fences as a general rule. The fact that it may be difficult to arrest all those who come onto the pitch does not mean that those who do and can be arrested should not be arrested. Those who come onto the pitch for a proper reason are unlikely to be arrested. The offence canvassed would give the police power immediately to deal with an offence and thus prevent more serious trouble. Sometimes running on the pitch is done specifically to stop the game, sometimes to make a protest - sometimes to exchange pleasantries with the referee or umpire or to congratulate a player on scoring a hundred runs. In all cases it is likely to lead to further disorder.

4.47 I am clearly of the view that running onto the pitch without good reason and missile throwing should constitute offences. The police should have the power to arrest anyone who does it. It is often the start of disorder. It should be stopped at the earliest possible moment. I shall need to

consider whether these should be specific offences or can be dealt with by an offence of disorderly conduct or breach of the peace.

b) Chanting Obscene or Racist Abuse at a Sports Ground

4.48 One of the provisional recommendations in my Interim Report was that consideration should be given to creating a specific offence of chanting obscene or racist abuse at a sports ground.⁴ Nearly everyone who has given oral evidence or submitted written evidence is equally of the view that this is a very disagreeable feature of crowd behaviour at some football matches and indeed at other sports grounds. I can support that view from my own observations on the terraces. The terraces are certainly no place for the prudish or fainthearted. There are however divided views as to the practicability or otherwise of enforcing this as an offence.

4.49 The contrary view is that if a very large crowd chooses to make disagreeable observations about a player such an offence would be difficult for the police to enforce. If it is not enforced the law is brought into disrepute. It upsets those against whom the chants are aimed if it is an offence which is not enforced. There is the further view that bad language has always been part of the football scene. It is a man's game and thus language which would be objectionable in more polite society is the norm on the football terraces. Finally, it is said that it really is not possible to legislate for every disagreeable piece of behaviour.

4.50 Those who favour some legislation point out that a lot of people who attend sports grounds have what would be a pleasant and agreeable afternoon totally ruined by constant foul language from those around them. But while it may not always be possible to detect all those who behave in this way, if it is occurring, a police officer should have the power to stop it. The very fact that there is legislation may of

⁴ Interim Report: Provisional Recommendation 8

itself persuade people to refrain from indulging in action which may not only upset other spectators but may also encourage potential hooligans to act in a disorderly way.

4.51 There are, of course, immense difficulties in drafting suitable legislation. Booing a player because of the colour of his skin is disagreeable and distressing; however it would be quite impossible to make it a criminal offence to boo the referee or a player on the opposing side simply because he was on the opposing side. That is not to say that it is a habit which contributes anything to the well-being of the game, any more than the booing of the opposition's national anthem at an international match or the kicker of a penalty at a rugby union match. However, it is not possible always to legislate for bad manners. Additionally, there is the very real difficulty of enforcement.

4.52 The fact that there is some legislation governing foul language and racist abuse at football matches may have the effect of reducing the incidence and effect of it. On balance I believe that consideration should be given to drafting some appropriate legislation in order to prevent it, either as a specific offence or included in the offences of disorderly conduct or breach of the peace.

4.53 I note that a number of clubs have as part of their ground regulations provision for precisely this type of offence. For instance, Bristol Rovers' Football Club Regulations read:-

"The Club reserves the right to prosecute or to eject or cause to be ejected any person who within the Club premises is considered by the Club, its employees or agents (hereinafter called 'the Club') to their absolute discretion to be or have been behaving in any of the following ways:

- i. entering upon the field of play during the course of a game
- ii. using obscene language or swearing
- iii. making vulgar gestures
- iv. using terms of racial abuse
- v. taunting opposing team supporters
- vi. entering areas of the terraces designed for use by opposing team supporters.

The Club may, in its absolute discretion, bar from entry to the Ground, for any period up to FIVE YEARS, any person prosecuted or ejected in accordance with this Regulation and may take such steps, including informing the parents or guardians of the person concerned, necessary or desirable for the implementation of this bar."

4.54 The next question which arises is whether the present legislation or amendments to the legislation proposed by the Law Commission or by the Review of Public Order Law are sufficient to cover either of the three canvassed offences of missile throwing, running onto the pitch, or chanting obscene or racist abuse. In 1936 the Public Order Act was enacted. It was introduced following the public disorders involving the Black Shirts in the East End of London. Section 5 of the Act reads as follows: "Any person who in any public place uses threatening, abusive or insulting words or behaviour with intent to provoke a breach of the peace or whereby a breach of the peace is likely to be occasioned; shall be guilty of an offence." Thus it is not enough to use threatening, abusive or insulting words or behaviour - an intent to cause a breach of the peace or the likelihood of a breach of the peace occurring has to be proved.

4.55 So far as missile throwing is concerned, if it can be proved that a missile hit somebody then the offence of assault is committed. But throwing a missile in a football

ground is conduct which ought to be stopped. It is the trigger for disorder. It is difficult to think of a legitimate reason for throwing a missile at a sports ground. It is often difficult to show where the missile landed, particularly when some of the missiles which are commonly used are coins of the realm. Section 5 is often inapplicable because it may not be possible to show that the behaviour was intended to provoke a breach of the peace. It is even more difficult to show that a breach of the peace is likely to be occasioned when it may be impossible to demonstrate where a missile fell. The offence of possessing an offensive weapon may not cover this problem.

4.56 Likewise, running onto the pitch or chanting obscene or racist abuse at a sports ground of itself is unlikely to be covered by the provisions of Section 5. The Law Commission points out that Section 5 may not cover intimidatory conduct if the victim is, for example, a policeman or an old lady because they are not likely to be provoked into violence by the defendant's behaviour.

4.57 The limit of Section 5 is further shown by the case of Cozens against Brutus 1973 AC 854: during an international tennis match the appellant went onto the court and disrupted the game. He was charged under Section 5. It was held that his conduct did not come within the terms of the section. Lord Reed said: "Parliament had to solve the difficult question of how far freedom of speech or behaviour must be limited in the general public interest. It would be going much too far to prohibit all speech or conduct likely to occasion a breach of the peace because determined opponents may not shrink from at least threatening a breach of the peace in order to silence a speaker whose views they detest. Therefore vigorous and it may be distasteful or unmannerly speech or behaviour is permitted so long as it does not go beyond any one of the three limits. It must not be threatening, it must not be abusive, it must not be insulting.

I see no reason why any of these should be construed as having a specially wide or specially narrow meaning. They are all limits easily recognisable by the ordinary man. Free speech is not impaired by ruling them out. Before a man can be convicted it must be clearly shown that one or more of them have been disregarded."

4.58 It is also clear that on occasions magistrates have taken the view that, having regard to the background of the Public Order Act, Section 5 is inappropriate for minor acts of hooliganism. In your Review of Public Order Law, at paragraph 3.24, there appears "The police have sometimes been reluctant to use section 5 of the 1936 Act to deal with minor acts of hooliganism. They do not wish to over-react to such incidents by charging too serious an offence with disproportionately high maximum penalty and the courts have on occasion deprecated the use of section 5 in cases where it was doubtful whether the conduct in question amounted to "threatening, abusive or insulting words or behaviour"."

4.59 Accordingly your Review of Public Order Law proposes an amendment to section 5 of the Public Order Act 1936 so that it reads: "Any person who whether in a public or private place, uses threatening, abusive or insulting words or behaviour which is intended or likely - (a) to cause another person to fear unlawful violence or (b) to provoke the use of unlawful violence by another shall be guilty of an offence."

4.60 This revised offence clearly will not cover running onto the pitch nor of chanting obscene or racist abuse. It was, however, hoped that it would cover missile throwing. Your Review says, at paragraph 3.12: "Missile throwing: Under the Law Commission's proposal, unlawful violence will include violent conduct towards property as well as towards persons, and will not be restricted to conduct causing or intending

to cause injury or damage"..... In one respect the Law Commission's definition of unlawful violence may prove particularly useful: the police have suggested that at football matches and on similar occasions it can sometimes be difficult to find appropriate offences with which to charge those picking up and throwing missiles in circumstances where the injury or damage caused by particular missiles cannot be identified. The Law Commission gives as an example of unlawful violence: "'throwing at or towards a person a missile of a kind capable of causing injury which does not hit or fall short'".

4.61 This, says the Review, should remove evidential difficulties related to intent or recklessness; and in cases of group violence the police should be able to charge missile throwers with violent disorder, thus exposing them to a maximum penalty on indictment of five years imprisonment.

4.62 This proposed amendment in my view may still leave a gap in the legislation. Somebody who throws a missile may not intend to cause another person to fear unlawful violence; he may be seen simply to be throwing a missile and it may not be possible to say where it went or what it was aimed at. It will often not be possible to show that it is likely to cause another person to fear unlawful violence because it is not known where it lands. It may also require the evidence of another person to say that he feared unlawful violence. It seems to me that there is very real difficulty in applying Section 5 of the Public Order Act 1936, even as amended, to a missile thrower at a football ground where the evidence is merely of a fan throwing something.

4.63 If, as I believe, there is a gap in the legislation and missile throwing, running onto the pitch and chanting obscene or racist abuse at sports grounds are not covered by the present or by the proposed legislation, what then is to be done?

4.64 The Review of Public Order Law, paragraph 3.25, recognizes the problem of dealing with those who create a disturbance. It reads as follows: "Even if it amounts to threatening, abusive or insulting behaviour, disorderly conduct of this sort may not be caught by section 5 at present because it may not be intended or likely to occasion a breach of the peace; or when the section is amended, because it may not be likely to cause fear of violence to people or property. This may be because the fear engendered is not directed to any specific result likely to follow from the conduct but instead consists of a more general state of anxiety or alarm. Alternatively the apprehension may be directed at a consequence of this behaviour, such as a stampede by a crowd or an accident being caused by the articles used to blockade an entrance, which is not in itself unlawful violence. But behaviour of this kind does constitute a real nuisance to the public which would seem to justify involving the protection of the criminal law." In order to deal with it the Review suggests a new offence. At paragraph 3.26 it says: "The main elements of a new offence intended to cover disorderly conduct which falls outside the scope of section 5 as amended might be as follows: (a) threatening, abusive, insulting or disorderly words or behaviour in or within view of a public place; (b) which causes substantial alarm, harassment or distress."

4.65 The addition of the clause "which causes substantial alarm, harassment or distress" has apparently been inserted in order to provide a safeguard so that merely to be annoyed or disturbed will not suffice. The legislation is designed, according to the Review, to protect the weak and vulnerable, and therefore the proposed definition requires evidence that the victim suffered substantial alarm, harassment, or distress.

4.66 No-one would want to criticise that as a proposal covering the sort of behaviour which your Review had in mind;

namely groups of youths persistently shouting abuse and obscenities, or pestering people waiting to catch public transport, or to enter a hall or cinema, or rowdy behaviour in the streets late at night which alarms local residents.

4.67 Unfortunately it is insufficient for the unacceptable behaviour with which I am concerned at football matches. Somebody running onto the pitch does not substantially alarm, harass or distress anyone, but it is often the trigger for disorder. Somebody throwing a missile or chanting obscenities does not necessarily cause substantial alarm, harassment or distress. Spectators on occasions start shaking a perimeter fence in concert as a preliminary to breaking it down. But under the provisions of the White Paper, because this would not cause substantial alarm, harassment or distress it would not amount to an offence.

4.68 The matter is dealt with efficiently in Scotland by the common law offence of "breach of the peace". This covers a very wide range of circumstances. Originally constituted to cover the situation when one or more persons conducted themselves in riotous or disorderly manner to the alarm and annoyance or disturbance of the lieges, it has now been extended to cover those who provoke a disturbance. The offence may be committed in a public or private place and although evidence of alarm is normally produced such evidence is not essential.

4.69 There is a wide interpretation placed on the type and nature of disorder which may amount to a breach of the peace. It has been common practice for the police in Scotland to use the offence for such behaviour as chanting obscene or abusive slogans, running onto the pitch, throwing objects at spectators or onto the pitch, climbing flood-light pylons and assaulting or attempting to assault spectators or players.

4.70 The list is not exhaustive and police bring a charge of breach of the peace in circumstances of disorder at a football match. The use of this charge has been of great value in Scotland in dealing with a wide range of unacceptable conduct at a football match. Actual violence or disorder does not need to have occurred, nor is it necessary for a complaint to be received about the actions of the individuals before the police can intervene. Power of arrest is without warrant and the offences are normally dealt with within the minor courts although in very serious cases they can become an indictable offence triable in the Sheriff's court or the High Court.

4.71 I have paid three visits to Scotland and have spoken to the football and police authorities. I have also observed, for example, how well the crowd behaved at a Celtic/Rangers match where there was no perimeter fencing. The offence of breach of the peace is widely regarded as a very successful preventive measure. It is a common law power. It is not difficult to recognise at a football ground somebody who is disturbing the peace at that football ground.

4.72 At present there is statutory provision in England and Wales for binding over a person for breach of the peace pursuant to the Justice of the Peace Act 1361. He is brought before the court and bound over to keep the peace or to be of good behaviour but the preventive nature of the bind-over means that no immediate penalty can be imposed. Thus in England and Wales binding over for breach of the peace which is appropriate for "peeping tom" cases is wholly inappropriate for football-related offences.

4.73 As an alternative to the introduction of an offence of breach of the peace in England and Wales, similar to the Scottish Offence, the offence of disorderly conduct which the Review of Public Order Law proposes should be considered applicable in the context of a football ground but without the

clause "which causes substantial alarm, harassment or distress." It is argued that disorderly conduct ought to be defined. But nobody finds it necessary to define it in the well-known offence of being drunk and disorderly. There is no reason why somebody who is sober but disorderly should not be equally guilty of an offence. In paragraph 3.24 of your Review of Public Order Law there appears "If a person who causes this type of disturbance is drunk, he may be charged with the offence of being drunk and disorderly; but there is no corresponding offence to cover similar conduct by a person who is not drunk even though the nuisance caused is no less, and may be thought more culpable in someone who is sober."

4.74 Quite clearly a new offence in England and Wales of disorderly conduct or breach of the peace on the lines of the Scottish common law offence would be of substantial assistance in dealing with hooliganism. It would avoid the problem of trying to define all the different types of behaviour which give rise to disorder at football matches and would undoubtedly enable the police to take action much earlier than they can under the present law. This offence should be confined to sports grounds where the disorderly conduct is likely to have such a devastating effect on crowd safety. Disorderly conduct would clearly include throwing a missile, running onto the pitch, seeking to climb over or to pull down a perimeter fence, shining a mirror towards a batsman, throwing bottles or cans onto the field of play, or interfering with a greyhound or horse race. I suggest that it should be triable summarily and there should be a power of arrest. I recommend, therefore, that consideration should be given to creating an offence of disorderly conduct at a sports ground.

4.75 I make these suggestions about legislation with some diffidence, because I am conscious that it is for the Legislature to make the laws and for the Judiciary to interpret them. I am naturally anxious not to trespass on

Parliament's function. But as these matters have been fully canvassed in evidence before me I hope I may be forgiven for expressing my own views.

(iv) Powers of Arrest

4.76 I made a provisional recommendation in my Interim Report that the police should be given the power to arrest a hooligan subsequent to the offence under S.5 of Public Order Act 1936.⁵ At present he can only arrest when the hooligan is actually committing the offence. If he is subsequently identified on Closed Circuit Television (CCTV) there is no power under the Public Order Act to arrest him. I do not believe that S.24(5) and S.25(1) of the Police and Criminal Evidence Act 1984 covers the matter. With the proposed future use of CCTV it is important that this gap in police power should be closed and the power to arrest be given even in amended legislation. I recommend that the power to arrest under Section 5 of the Public Order Act 1936 should be widened.

(v) Alcohol

4.77 Alcohol plays a part in some of the outbreaks of violence which occur at sports grounds. Even if it does not give rise to violence, it gives rise to disorderly behaviour; if fans could be prevented from coming into the ground without having drunk excessive quantities of alcohol, there can be no doubt but that the standards of behaviour would improve. To ban a fan from physically bringing drink into the ground, and from obtaining a drink when in the ground, does not unfortunately prevent him from coming into the ground with drink inside him.

4.78 The introduction of the Sporting Events (Control of Alcohol etc) Act 1985 has been generally welcomed subject to two reservations; firstly whether drink should be available at

⁵Interim Report: Provisional Recommendation 7

all in the ground and secondly whether there should be an automatic exclusion of alcohol from boxes within view of the ground.

4.79 In my Interim Report I observed (paragraph 6.17) that by reason of the introduction of Sporting Events (Control of Alcohol etc) Act, 1985, the question of spectators being able to obtain drink in the ground was no longer a problem for me to consider. Nevertheless there was, and still is, a considerable divergence of opinion about the question of spectators being able to obtain drink in the ground and of the extent, if any, to which it should be available. Considerable feeling also has been expressed to me about preventing people in private boxes, who have paid substantial sums of money for the privilege (and who contribute nothing to hooliganism) from obtaining drink in those boxes, while drink may be available to those who go onto the terraces, albeit not in the sight of the field of play.

4.80 The effect of the Sporting Events (Control of Alcohol etc) Act 1985 is to allow the Magistrates, on application by a club, and after hearing evidence from any objectors (usually the police) to decide whether any part of the premises shall be licensed to sell drink. By S.3(3) 'an order under this section shall not apply to any part of the premises from which designated sporting events, at the designated sports ground, may be directly viewed.'

4.81 Thus a bar beneath a terrace, at which a notional hooligan can obtain drink, may be licensed; but the Directors' Box which is so placed that the event may be directly viewed from it, may not.

4.82 Each Licensing Bench is perfectly entitled to adopt whatever view it feels in its judicial wisdom is proper in respect of a particular licence sought. The Act was intended

to bestow upon the Licensing Justices a complete discretion. Some criticism has been made that in some way the exercise of that discretion makes a loop-hole through the Act. It does not, because it was always intended that magistrates should have the discretion.

4.83 There is a division of views as to whether drink available on the ground contributes in any way to hooliganism. Those who contend that it does point out that if it is not available, however much has been drunk before the game starts, there will be at least a 1½ hour period of drying out; nor will there have been an opportunity to top up; the peak moment of potential violence is often when the opposing fans meet after the game, by which time it may well be 2 hours since the potential hooligan last had his drink. Thus there is some measure of protection by forbidding it in the ground altogether.

4.84 Those who favour allowing drink to be sold on the ground, certainly before the game starts, point to the fact that if there is no drink available on the ground, those who want to drink simply go into the nearest public-house. If that has been closed, they will go to the nearest supermarket and fill themselves as full as they can right until kick-off time. Thus the potential hooligan arrives at the ground, full of considerably more drink than he would otherwise consume; more particularly because he has spent the time up to the kick-off drinking in a bar. He arrives late, and that of itself may cause disorder because once a game starts, fans who are not able to see the game are likely to become agitated. It is further pointed out that at most sports grounds the service is such that, having regard to the number of people present, it is often very difficult to get more than one drink. It is concluded that spectators should be encouraged to come early into the ground, thus avoiding the twin difficulty of consuming quantities of drink and of arriving late.

4.85 No doubt the purposes of the Section which prevents drink being obtained in any part of the premises from which the sporting event may be directly viewed was to prevent it being too readily available to spectators, and also to prevent containers being used as missiles. Football Clubs have, however, pointed out that users of private boxes, who provide a substantial part of their revenue, contribute nothing to the problem of crowd control, and that it is wholly illogical that they should be prevented from having drink while watching the match. But one argument is that if drink is forbidden elsewhere at a ground it may, in some way, be provocative to a crowd standing on the terraces to see other people able to obtain drink in a private box. It is an argument unconnected with the fight against hooliganism and wholly irrelevant to the purpose of the Act. Nor is the difference between an alcoholic and non-alcoholic drink in a box easily discerned from the terraces.

4.86 The effect of the Act in relation to the income for a number of clubs has been little short of disastrous. It has been particularly so in some of the most forward looking clubs who have spent a great deal of money in providing better facilities for their spectators, which should be encouraged. It is now clear that a good deal of expensive improvement works at football clubs can only be supported if boxes of one sort or another are operating. It is now too late to suggest that the provision of business and dining facilities has no part in the football world. It is now part of business. And business is needed to support football. Families, too, are using these facilities and their support is essential to a well run club and needs to be encouraged.

4.87 At Manchester United, for instance, there are a number of bars which are used and from which the football can be viewed. They are behind glass windows. Thus there can be no element of hooliganism involved. To use them it is necessary to be a member of a club and membership is not inexpensive.

In addition there are provided dining facilities from which the diner is able to view the game. It is still possible for the diner to view the game, but he is not able to have an alcoholic drink with his lunch while he is so doing; as a result the dining area has been sadly depleted of diners and it is unlikely that those who have paid substantial amounts of money for the right to have the use of the table for a year will re-new their subscription next year. Thus a forward looking Club like Manchester United may be deprived of an income of well over £500,000.

4.88 Nor is the loss of revenue confined only to the very big English Clubs. The sponsors at Heart of Midlothian are able to watch the game from a box behind which is a bar and eating facilities. There has had to be erected, between the seats which look out onto the pitch and the bar area, an opaque glass panel, so as to prevent those having a drink from watching the game. As a deterrent to hooliganism it has no purpose at all. Its effect may be to deter much needed finance from being injected into the game.

4.89 Bristol Rovers have what is called a President's Club. There were 115 members. Because there was a view of the field from the Club, drink was banned. Membership has already dropped and no doubt will continue to drop. Next year's membership could be in doubt. The loss of revenue to the club, though modest compared with that of Tottenham Hotspurs and Manchester United, is a serious one for this club.

4.90 Crystal Palace have 25 executive boxes. The absence of alcohol in the boxes has resulted not only in the immediate loss of revenue but also in the loss of sponsorship and programme advertising which was generated by those using the boxes. These are only a few examples. I have been shown a list of some 30 clubs in the four Divisions in England and

Wales who have already suffered financial loss and will continue so to do.

4.91 Now that the Act has been in force for a short time, and its effects can be seen, it must be sensible to have another look at S.3(3) to see whether it really is a necessary provision. I therefore recommend that the provision of Section 3(3) be reviewed in relation to executive boxes.

(vi) Closed Circuit Television

4.92 The introduction of CCTV as a weapon against hooliganism seems to have met with universal approval. It is essential that the equipment which is installed is of a high quality. This is a matter for the individual choice of the police authority and the football management. But nothing could be worse than to waste a considerable amount of money on equipment, if it is of no practical value in identifying hooligans so that they can be prosecuted and convicted. It is important too to recognise that the operator needs to be properly trained and that maintenance of that equipment is vital to the success of its operation.

4.93 Its use at Huddersfield Town Football Club, for instance, has proved its value. During 1984 there was a total of 253 arrests for offences of assault, damage and threatening behaviour committed by supporters attending the Huddersfield Town grounds. There were 26 matches played in the season. 113 arrests were at games against one particular team and 75 against another. It was decided that the next visit of one of these teams was a suitable occasion to assess the potential of video-recording incidents of disorder. Following the recording of incidents in the ground, two officers were selected to examine the recording, to effect the arrest of the parties involved in the violent incidents. Identification of offenders was achieved by the officers repeatedly visiting, Huddersfield Town's Ground and the ground of the visiting club

on subsequent home games and attempting to identify those caught on camera in the crowd. Extensive briefings were also given to other officers and more routine inquiries including the visiting of railway and bus termini were undertaken.

4.94 The results to date which are by no means final are that eight persons have appeared before the Courts where the main evidence has been the video-recording of themselves committing offences of assault on police, threatening behaviour, criminal damage and assault.

4.95 It is clear that the most beneficial factors are firstly, the effect on offenders who have been identified from the video; secondly, the knock-on effect on their similarly minded friends and thirdly, there is the opportunity presented to Magistrates to exercise their sentencing powers to the full in the confident knowledge of having seen the undisputed violence involved in the incidents. They have been able to witness the scene which cannot be set in words alone.

4.96 One of the accused charged with an offence at Huddersfield said that he had not been at that particular game but he was then shown the video and said: "I can't get away from that; you are doing a good job." Another of the accused, who had tried to pull down a safety fence, said that he had been playing a local soccer game on the day of the offence but admitted the offence after having been shown the video-film with him on it.

4.97 At the end of the 1984/85 season another club visited Huddersfield. There were a number of arrests based on video evidence. The fact was given considerable publicity in the area of the other club. When the same club next visited Huddersfield in a fixture in the current season there was no trouble at all. The Football Clubs themselves have little doubt but that the publicity given to the arrests of their visiting supporters as a result of the video-film had a very

strong and marked deterrent effect on the behaviour of their supporters when they re-visited Huddersfield.

4.98 A further use for CCTV is for crowd control before a game starts or after the match. This was vividly illustrated when I visited Manchester United during their match against Liverpool. Some 4,000 Liverpool supporters arrived; they needed to be brought from their transport to the ground and at the end of the match to be safely removed. It was possible for the Operational Commander in the Control Room on the ground, with the aid of five television monitors, to have a complete view of the area inside the ground which contained the Liverpool supporters and the area outside the ground which included the route by which it was intended they should leave.

4.99 At the end of the game the Liverpool supporters were asked to remain on their terrace. They were held there for some fifteen minutes. During that time the Manchester United supporters left. The police outside the ground, at the end where the Liverpool supporters were, cleared the concourse of other spectators; and when they were ready to receive the Liverpool supporters and it was clear to the Commanding Officer that this was the right moment, he was able to give the instruction that the Liverpool supporters should leave.

4.100 He was also able to see that along the route which they were intending to take, there were a number of Manchester United supporters still about. Thus he was able to direct police officers from his position inside the stadium Control Room to advise the Manchester United supporters to move on, so that the Liverpool supporters could be escorted to their transport, which is in fact what happened.

4.101 The Football Trust has made a substantial contribution towards the purchase of this equipment as they and the Football Grounds Improvement Trust have done in respect of

other facilities at football grounds. This is much to be commended and they play a very important part in ensuring the welfare of the game.

(vii) Radios

4.102 I had occasion in my Interim Report, to make some observations about the way that the police radios had operated at Bradford (paragraphs 3.27 - 3.33). I recommended⁶ that 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 .

4.103 Subsequently, at one ground I went to I was able to observe the relative efficiency of the police radio operated by a police officer and a commercial type of radio of similar construction and appearance, operated by a steward employed by the club. Messages from both were received in the police control room situated in the ground, by an experienced controller. The reception from the steward's commercial radio was markedly better than from the police radio.

4.104 One police force expressed confidence in their equipment. They had been able to purchase their equipment on the commercial market and had found no operational difficulty in its use. However I observed at one ground a Police Sergeant being asked by a Chief Superintendent to send a message on his police radio. He was unable to do so to general embarrassment, apparently due to the batteries having worn out. The point has also been made by the Fire Brigades' Union that their radios are not as good as they would like because the batteries, if used for any length of time, tend to wear out. I see no reason, therefore, to alter my view that the quality of both the police and the fire service radios (though each are different) still needs to be reviewed and the importance of regular maintenance

⁶ Interim Report: Recommendation 3

emphasised. I am pleased to learn that a detailed study is being commissioned by the Home Office Directorate of Telecommunications into the problem of personal radios.

(viii) Police Manpower

4.105 In my Interim Report (paragraphs 6.9 and 6.10) I drew attention to the large number of police officers it is necessary to deploy for the purpose of controlling crowds at a football match. It is a matter of some concern that such a large proportion of police resources should be devoted to the task of controlling a football crowd, when there are so many other aspects of law and order to which they ought to be devoting their time. The police are the first to recognise this.

4.106 At a recent Millwall/Portsmouth match over 500 police officers were required to be deployed in and outside the ground (and properly so required) to control a crowd of under 7,000 spectators. Any steps which can be taken to reduce the necessity for a police presence at a football ground are to be encouraged. A successful membership scheme may well have this effect.

(i) Membership Cards and the Football League Scheme

4.107 I recommended⁷ in the Interim Report that urgent consideration be given by football clubs in England and Wales to introducing a membership system. No other Recommendation has given rise to such discussion or indeed criticism. There were three criticisms of the idea of a membership system. Firstly, that I was advocating an identity card system. I was not, nor did I so suggest in my Report. Secondly, that a membership pass was the equivalent of an identity card. It is not anymore than a driving licence, work pass, season ticket, credit card, bus pass, library ticket or

7 Interim Report: Recommendation 7

the many thousands of membership cards of different clubs both football and others which presently exist. Thirdly, there was the suggestion that to require a card or pass at a football ground was interfering in some way with the liberty of the subject. This I have to say is simply emotional nonsense.

4.108 There are however two much more serious objections which have real validity. Firstly, that any system of membership cards is likely to prove impractical at the turnstiles because there would not be enough time to check the card presented, given the tendency of football spectators to arrive at the very last moment.

4.109 The figures for Tottenham Hotspur Football club for instance support this objection. On 17 August 1985 when they played Watford, the final attendance figures were 29,884. At 2.45 pm there were 19,217 in the ground, at 3 pm there were 27,785. The figures for Liverpool this season for five games show that on average only 65% of total attendance were in the ground 15 minutes before kick off and 92% at kick off. Thus on average some 9,000 spectators were still trying to get into the ground 15 minutes before kick off and 2,500 were still outside when play began.

4.110 The second objection is that it would prevent a casual spectator, who wanted to go and visit his own club on occasions, from so doing; and also that the spectator, who supported a number of clubs would be prevented from attending matches. It was also pointed out that if away supporters were banned some clubs would lose large revenues. In the lower Divisions, except for local derbies, away fans are only a small proportion of the crowd, but in the First and Second Divisions they may be very substantial.

4.111 These were, and still remain, very strong arguments, more particularly as they come from a large number of the more responsible and reputable clubs. They have been repeated many times to me, both orally and in writing, since my Interim Report. On the other hand the Football Association, the Football League, the Professional Footballers' Association and the Sports Council all favour some form of membership scheme. So too do many Supporters' Clubs, and a number of Clubs who are introducing their own scheme. A partial membership scheme has much to commend it and, in fact, exists at many clubs already.

4.112 A number of matches this season have shown that the casual supporter cannot, in fact, just go to any game as he pleases. One example is what happened in the Watford versus Chelsea game in September. It was played at 12 noon. It was all-ticket. I wanted to go on to the terraces. As a Watford supporter I needed to be in possession of a voucher from a previous programme. As a Chelsea supporter I needed to be a member of the Supporters' Club and to go and get a ticket from Chelsea during the week. Watford in fact held 1,000 tickets for Chelsea supporters available at the ground on the day, though this was not made public. Thus if on the Saturday morning I had as a casual decided I would like to go to the game, I would not have got in and thus I was no better off than I would have been under a membership scheme.

4.113 All ticket games in England and Wales involve a severe limitation of those who can attend. A number of big games are all-ticket. The usual method of distribution of the tickets to the away team is to channel them to members of their supporters' club or to season ticket holders. In those cases it is clear that the casual supporter will not get a ticket. This year all Leeds United matches, when they play away from home, have been designated by the Football Association to be all-ticket games; thus the casual supporter of Leeds United

is unlikely to be able to get a ticket to see his team when they are playing away.

4.114 The system which Leeds United has adopted is to allocate their away tickets first to season ticket holders and shareholders: the remainder are distributed to the Supporters Club. I was told that to be a member of Leeds United Supporters Club you need to be proposed, interviewed and approved by a particular branch. Unless you are so approved you cannot join the Club; at some branches unless you are personally known you will not be approved; if you cannot join the Club you cannot get into an away match. It appears to be a membership scheme with very strict membership control. However, the alleged misbehaviour of Leeds United fans at a recent match has caused the FA temporarily to ban all Leeds United supporters at away games.

4.115 The Football League have set up a working party to consider the whole question of membership cards. This reported on 9 September 1985. Because of its importance it is worth setting out some of the details of that Report.

"14. Many football clubs have in recent years carefully considered how to attract desirable groups of spectators, such as families and children, to attend their matches

15. To this end accommodation has been set aside for these groups, and often admission to them is controlled by the use of membership cards

16. In addition numerous clubs have established supporters' membership schemes, open to individuals of good character who are not eligible for membership of

family or children's schemes and for season ticket holders.

17. Safety of Sports Grounds Act regulations lay down strict guidelines for segregation of rival supporters, and these structures greatly facilitate the creation of reserved areas for members of particular schemes. At many clubs, facilities have been specially improved to cater for these groups particularly refreshment kiosks, lavatories, additional seating and so on.

18. A particular benefit of schemes of this sort is that the club and its supporters can be confident that in those areas of the ground where admission is controlled by membership, the likelihood of disorder is minimal. If offences do occur, membership is withdrawn and the individual banned from the ground.

23. It is thus necessary to consider how a membership system could help solve the away travel problem. The answer clearly lies in building on the success of the individual club schemes and extending the privileges, which membership confers at home matches to away games. To achieve this will require a high degree of compatibility between one club's scheme and another's.

24. The first step, therefore will be for all clubs to have a membership scheme the basic principles of which will be common to all. In our view these should cover:

- (a) the categories of membership (eg. the season ticket holders, families, young people and/or children, accredited supporters, etc.)

(b) The specification of the membership card.

(c) A photograph on the card and a duplicate held by the club (except for season ticket holders for whom this may not be necessary).

(d) The length of time for which a card is valid. We recommend that they should be renewed each season

(e) The information about the applicant to be supplied on the form requesting membership (eg, full name, address, date of birth).

(f) Agreement with the clubs on the proportion of ground capacity to be covered by membership arrangements. We recommend that this should normally be not less than 50%.

(g) In view of the fact that some clubs are contemplating the introduction of electronic readers at turnstiles, it will be important to see that the electronic data on cards (presumably in the form of a magnetic strip) also conforms to a common standard.

25. To ensure that these criteria are complied with, we recommend that the Football League issue guidelines to all clubs to be included in the arrangements, thus establishing the concept of a "Football League approved membership scheme." Clubs should be encouraged to provide reserved and safe accommodation at their ground for away supporters who are members of approved schemes.

26. Whilst we do not recommend that every match should be 'members only' for reasons we explain below, we

believe it would be possible through the use of reciprocal membership arrangements to reduce the likelihood of crowd disorder at difficult games by insisting that not only are these "all ticket" but also that tickets are to be sold to members only. We envisage that in due course, as membership schemes gain increasing acceptance, more and more areas in football grounds become reserved enclosures, to which only 'home' members or 'away' members are admitted.

28. We hope, however, that it will never be necessary to refuse admission to persons of good character, who for whatever reason, are not members of the home or away team's scheme (the so called "casual" supporter, who perhaps only attends a handful of games in a season, or likes to visit a number of clubs or who has a conscientious objection to being in a membership scheme).

37. The Working Party concludes that it is possible to establish a national membership card scheme for Football League clubs which does not require extremely expensive computer-based electronic equipment at each ground, or which totally excludes away supporters or decent football fans who are not members of schemes from the great majority of matches which are expected to be trouble free.

38. We recommend that the Football League urgently draws up guidelines for "inclusive" membership schemes (following the advice given in paragraph 24 of this report) with a view to ensuring their compatibility with one another and at the same time providing guidance with the help of the Central Computer and Telecommunications Agency to clubs wishing to install electronic equipment to check cards.

39. We recommend that the Football League, in full, introduce regulations requiring clubs to establish areas of their grounds for the use of members, with normally at least 50% of the ground's capacity reserved for this purpose.

40. We recommend that the Government includes in its proposed Public Order Bill a provision for exclusion orders on football offenders, to back up membership schemes, and for clubs and police to double their efforts to prevent undesirable non-members from entering their grounds, including the circulation by clubs of black lists of banned persons.

41. The Working Party believe that if these recommendations are followed the system introduced will comply with ^{the} agreement reached between the Government, The Football Association and the Football League at the Downing Street meeting on 30 July. The national membership card scheme should impose little financial burden on clubs, and indeed provide some commercial opportunities for them as a result of their obtaining more information about their customers. The successful operation of the scheme will, in addition, provide a measure of security and reassurance for the decent supporters who continue to be the backbone of English professional football, as well as a demonstration to UEFA and FIFA that English football is determined to put its house in order."

4.116 Reading have proposed to introduce a computerised system, with cards, which would . . . exclude non members. It has not yet been implemented. It is however one type of scheme. So too have Brentford. Under their scheme they issue a form which asks for name and address and employer. A person is issued with a card with the type of membership he requires. It costs £1. The cost of producing the card was substantially

covered by advertising. Armed with this card, which the member presents at the turnstile, he is admitted to that part of the ground where his ticket allows him to go. Those without tickets go through the non-members' turnstiles thus allowing the casual in but he pays more for his ticket. Police need only patrol the non members' areas.

4.117 So far this season Brentford have sold about 5,000 membership cards. They find that the list of members has important commercial potential and are optimistic that there will be considerable spin-offs from the scheme.

4.118 In the 1984/85 season Crystal Palace operated a limited membership card system in which 25% of the ground had been for "members only". In April 1985 they announced that 50% of the ground would be so organised. There was an initial fee of £3, but members paid 50 pence less for standing accommodation and £1 less for a seat. There were some 3,800 members. The membership scheme led to a reduction of one third in the level of police manning at the ground.

4.119 Leicester City have introduced a similar scheme. They have 3,000 members, nearly 5,000 season and family ticket holders and 1,000 members of the Supporters' Club. Because of the success of the scheme, which has led to improved behaviour, they have been able to reduce the amount of perimeter fencing and hope as membership rises to reduce the fencing further. Millwall have an away travel club. Applications require the name and address, date of birth and description of the applicant and require the applicant to say whether he has been convicted of any football-related offence. The card contains a photograph of the applicant. A number of other football clubs have supporters associations or clubs which require a membership card including a photograph.

4.120 An example of a match containing substantially only home spectators was the Millwall versus Portsmouth game on

26 October 1985. Because of previous troubles, it was an all-ticket game. Portsmouth Football Club did not accept any tickets and dissuaded their supporters from going to the game. In the result only about thirty Portsmouth supporters watched the match which was trouble free.

4.121 Another proposal which has found favour with some witnesses is that admission for away supporters should be limited to a person holding membership of the visiting clubs' Supporters Club. Thus it is hoped a football club would be made responsible for the behaviour of its supporters when they are visiting another ground.

4.122 It has to be remembered that all clubs at present have a structure for membership in the shape of season ticket holders, family membership and so on. There is no reason why these types of membership should not be encouraged at the expense of the potential hooligan. Thus, by improving the facilities for members, by offering discounts on away travel, by offering tickets at preferential prices and by involving members in the general well-being of the club, there will be two particular benefits.

4.123 Firstly, the Club will gain from all the commercial benefit of a membership scheme and the reduction in the cost of maintaining law and order in the ground. Secondly, the members will benefit from reduced contact with the hooligan. Thus gradually a club with a membership scheme may start to win back the families and children as well as other supporters who now stay away.

4.124 The Football Trust and the Department of the Environment recently commissioned the Sociology Department at the University of Leicester (who are very experienced in investigation of football problems) to examine and report on Leicester City's membership scheme.

4.125 The Leicester sociologists conclude that the most practical strategy would be to encourage the co-ordinated introduction of club-based schemes. "Such an approach", they say, "would enable each club to become familiar with the operation of its own scheme and, following that, it might be possible to establish and to monitor a pilot project involving reciprocal arrangements."

4.126 In my Interim Report I set out the various problems of a membership scheme and said that despite the problems, these could be overcome with goodwill and effort. I did not pretend that any membership scheme would necessarily be successful, or that I could guarantee that it would cure football hooliganism. I suggested that clubs could keep away fans away if they were so minded. I did not then recommend this as the only scheme nor do I do so now. It is to be hoped that a partial membership scheme which still allows casuals to enter the ground will be the first step in trying to secure greater peace and harmony at a football match. In the end, it must be for the football clubs to take whatever steps they think necessary to ensure crowd control at football matches. Membership schemes are one, but certainly not the only step. The Football League have taken an important step in this direction and their efforts are much to be commended.

4.127 Clubs in the Football League have reacted to the Football League's proposal with varying degrees of enthusiasm ranging from downright opposition to warm acceptance. Given the history of the Football League clubs no one should be surprised that there is no agreement on this suggestion anymore than on any other suggestion.

4.128 The fact that this season, as I write, trouble on the terraces has been appreciably less than last season, is no ground for complacency. I recognise that the great majority of football matches are trouble-free, but any practical step which can be taken to lessen the risk is to be applauded. The Working Party's Report is but a first step. So too are the experiments which I have recorded. No doubt there are other promising schemes elsewhere. It will have to be seen how successful they are and adjusted in the light of experience. For my part, I recommend that consideration should continue to be given to some form of membership scheme for football league clubs in England and Wales.

(11) Stewards

4.129 I have already expressed my view about the responsibility of the clubs as private organisations inviting spectators into their grounds for profit to bear the responsibility for ensuring the reasonable safety of those spectators. To that end, I have already recommended that stewards should be properly selected and properly trained. The days when all they are required to do is to act like an usherette at a cinema to show people to their seats should have gone. They have a very important public responsibility to ensure the safety of the spectators, as do the cabin staff of an aeroplane. I have been impressed at a number of grounds which I have visited by the steps which have now been taken (albeit belatedly) to ensure that there are competent stewards who are properly briefed. No doubt the presence of a large number of police, which is now the accepted practice on a ground, had led some clubs to be less energetic than they otherwise would be in looking after their own property and the safety of spectators.

(iii) Community Affairs

4.130 Clubs like Aberdeen and Watford (no doubt there are other shining examples), have involved themselves in community affairs. They have provided a place where families and children can attend. They have encouraged a relationship between the club and the local community which can only result in greater harmony at the ground. The current financial problems affecting a number of clubs will no doubt result in a rethink as to whether a football ground, often used only for football once a fortnight, is being put to its best practical use. Some 40 hours use in a year scarcely seems an economic use of an expensive ground. On the Continent, the sharing of grounds and its facilities, not only for spectators and players, but for members of the public, has much to commend it. This of course cannot happen overnight. A number of forward looking clubs already involve the community. Many do not and there can be no doubt that it is to everyone's advantage that they should.

(iv) Behaviour Of Players

4.131 The behaviour of some players on the field of play undoubtedly contributes on occasion to bad behaviour on the terraces. This is not confined to football. Indeed some of the antics of cricketers and tennis players are substantially worse than those of football players. The public conduct of professional golfers and snooker players, who are subject to pressures and tension, certainly no less than other sports players, has much to commend it. A number of football clubs take a much firmer view about the behaviour of their players than some of the other sporting authorities. It is a fact, however, that in some cases the play-acting when a player goes down, the childish kicking away of the ball when a free-kick is awarded to the opposition, and the throwing away of the ball when it is the opposition's throw-in, all cause upset on the terraces, and play a part in contributing to disorder.

Worse still is the so-called professional foul which in ordinary language is plain cheating. In some games it might call for a ban for life. It seriously increases tension among the crowd.

(v) Supporters Clubs

4.132 It might be thought that with falling attendances supporters clubs would be positively encouraged and welcomed by football clubs. Far from it. Some football clubs have no supporters's clubs. Some who do treat them as if they were a rival organisation. The result is that instead of harnessing the goodwill of those who provide some of the livelihood to the club (and are often their keenest supporters) some clubs take active steps to discourage them. In some football clubs "the customer knows best" has a hollow ring.

(vi) Facilities at Football Grounds

4.133 I have little doubt but that the provision of good facilities at football grounds is likely to result in better behaviour from the fans. A number of clubs do provide first-class facilities. At others the facilities can at best be described as woeful, at worst non-existent. There is a tradition of standing on the terraces and even a modern ground like Ibrox Park has one side of the stadium which has all standing. But it is possible to provide comfortable facilities. There is a strong view that while better facilities will not necessarily prevent people from behaving like hooligans it is likely to lessen the chance. There is no reason why clubs should continue to provide facilities no better than were available a hundred years ago. Clubs must be encouraged to improve their facilities.

4.134 Professor Canter of Surrey University was invited to carry out some research for me into the problems of crowd behaviour. He interviewed a selected number of people living

near grounds as diverse as Celtic and Millwall; Coventry and Preston North End. They were asked a general open question about the reason why people do not go regularly to football matches and what would encourage people to go more frequently. The largest percentage (29%) said that improved comfort would encourage people to go more frequently. That figure varied from as little as 8% at Coventry to 44% at Southampton.

4.135 This view is not wholly supported by the findings of the Dunfermline College of Physical Education, who carried out a survey of crowd behaviour at football matches in Scotland. In particular they looked at Rangers, Aberdeen and Hibernian Football Clubs. Their conclusion was: "Fans rated the quality of the football and the trouble-free crowd as being more important than the quality of facilities. Further, entertaining football was valued more highly than a winning team. However the relative importance placed on the importance of facilities appeared to depend on the experience of the fans. For example at Easter Road (the Hibernian Football Club Ground) a predominantly terraced ground, where there have been few ground improvements, concern was centred on improvements to the stadia such as covering the terracing and more seating. However at Ibrox (Rangers Football Ground) and Pittodrie (Aberdeen Football Club Ground) where the fans feel there is little room for improvement of the facilities, the concern was focussed on the quality of the football and additional types of entertainment."

4.136 It would be splendid if perimeter fencing and segregation barriers could be removed. They are in England and Wales, of comparatively recent origin. In the past we looked with superior amusement at countries elsewhere where it was thought necessary to introduce them. It is, however, quite clear that in England and Wales at any rate a very great deal of trouble would exist without them, although they are not universal. In Scotland they are almost non-existent. The grounds at Pittodrie and Ibrox are a model. One advantage of

introducing successful membership schemes could be to reduce the number of perimeter fences.

4.137 In my Interim Report I recommended⁸ that consideration be given to the design of a standard efficient perimeter fence with proper exits. That was understood in some quarters to mean that I had recommended that perimeter fences should be installed as a matter of routine at all grounds. That was not my intention. What I was saying was that if perimeter fencing was to be installed at a particular ground, it would be sensible that the design of it should be standardised. I have seen a number of perimeter fences in various parts of the country. They varied in quality and design enormously and I suspect also in cost. Some were efficient, some not particularly so. At one ground there was a perimeter fence which could not possibly be criticised on grounds of efficiency. However because of the nature of its construction, those inside the stand had very great difficulty in watching the football. Thus while they were physically controlled, their enjoyment was exceedingly limited. Nor are perimeter fences the only method of preventing spectators from getting on to the pitch. There are very efficient methods adopted at some Continental grounds like double fencing and dry moats.

4.138 It would in my view be of immense help to those clubs who are intending to put perimeter fencing in, or are minded to alter their existing fences, to have a standard specification, so that an efficient perimeter fence, if one is required, can be installed. I would like to have persuaded the Football Association to set up a small working party to help the clubs develop a standard design. They declined the invitation pointing out that if their design was unsuccessful and the fence surmounted this would undermine their

8 Interim Report: Recommendation 24

disciplinary power. I still think they are the proper
organisation to look at this problem.

CHAPTER 5

Hooliganism

5.1 I do not believe that my Report would be complete without an examination of some of the current theories about hooliganism.

5.2 There are three popular fallacies about hooliganism. Firstly, that it is something comparatively new. Secondly, that it is only found at soccer matches and thirdly, that it is an English disease.

(1) Hooliganism is not a new phenomenon

5.3 Seneca (who died in AD.65) devoted the last three years of his life to philosophy and to writing to Lucilius a native of Pompeii. In one of them he wrote (Penguin Classic translation): "You asked me to say what you should consider it particularly important to avoid. My answer is this: the mass crowd. It is something to which you cannot entrust yourself yet without risk Associating with people in large numbers is actually harmful. There is not one of them that will not make some vice or other attractive to us or leave us carrying the imprint of it or be daubed all unawares with it. And inevitably enough, the larger the size of the crowd we mingle with the greater the danger.

5.4I happened to go to one of these shows at the time of the lunch hour interlude, expecting there to be some light and witty entertainment then, some respite for the purpose of affording people's eyes a rest from human blood. Far from it. All the earlier contests were charity in comparison..... What we have now is murder pure and simple In the morning men are thrown to the lions and the bears but it is the spectators they are thrown to in the lunch hour. The spectators insist that each, on killing his man should be thrown against another, to be killed in his turn; and the

eventual victor is reserved by them for some other form of butchery; the only exit for the contestants is death. Fire and steel keep the slaughter going. And all this happens whilst the Arena is virtually empty. And when there is an interval in the show there is a cry "lets have some throats cut in the mean-time so that there is something happening."

5.5

Writing in

1788 from Downing Street, Edward Gibbon described in his History of the Decline and Fall of the Roman Empire the factions of the circus in Rome in AD.548 thus: "The race in its first institution was a simple contest of two chariots whose drivers were distinguished by white and red liveries; two additional colours, a light green and cerulean blue were afterwards introduced; and as the races were repeated 25 times, 100 chariots contributed in the same day to the pomp of the circusThe bloody and tumultuous contest continued to disturb the public festivity till the last age of the spectacles of Rome.....

5.6 Constantinople adopted the follies though not the virtues of ancient Rome; and the same factions which had agitated the circus, raged with redoubled fury in the hippodrome. Under the reign of Anastasius, this popular frenzy was inflamed by religious zeal; and the greens who had treacherously concealed stones and daggers under baskets of fruit massacred at a solemn festival 3,000 of their blue adversaries.....

5.7 The blues affected to strike terror by a peculiar and barbaric dress, the long hair of the Huns, their close sleeves and ample garments, a lofted step and a sonorous voice. In the day they concealed their two-edged poniards but in the night they boldly assembled in arms and in numerous bands, prepared for every act of violence and rapine. Their adversaries of the green faction or even inoffensive citizens were stripped and often murdered by these nocturnal robbers,

and it became dangerous to wear any gold buttons or girdles or to appear at a late hour in the street of the peaceful capital."

5.8 Gibbon then describes the sedition which occurred and continued "it is computed that about 30,000 persons were slain in the merciless and promiscuous carnage of the day the Hippodrome itself was condemned during several years to a mournful silence; with the restoration of the games, the same disorders revived and the blue and green factions continued to afflict the reign of Justinian and to disturb the tranquility of the eastern empire."

5.9 Antonia Fraser reports in her book "Cromwell Our Chief of Men" that in 1655 in the Midlands, in order to preserve the Peace it was considered necessary to ban football matches and race meetings.

5.10 The Leicester Daily Mercury records a disgraceful scene at the match between Burnley and Blackburn in 1890 when: "the Referee was mobbed at the close, the official had to be protected by the Committee and so demonstrative were the spectators that the Police could not clear the field. He had to take refuge under the grandstand and subsequently in a neighbouring house. The police force was increased and eventually the Referee was hurried into a cab and driven away followed by a howling stone throwing-mob."

5.11 There are more recent examples of football hooliganism. In 1909 at Hampden Park some 6,000 spectators pulled up goal-posts, fences and pay-boxes, set fire to them and danced round them in the middle of the pitch. Police, firemen and ambulancemen were stoned, fire engines damaged and hoses slashed. Police, after throwing the stones back at the rioters, finally cleared the ground at seven o'clock at a cost of fifty-four Constables injured and the destruction of

virtually every street round Hampden. Sixty other people were also injured.

5.12 Neither of the New Year's Day matches at Parkhead in 1898 or Ibrox in 1905, between Rangers and Celtic, were finished because of pitch invasions. There were serious outbreaks of disorder in Scottish Football in 1941, 1949, 1953, 1955, 1957, 1958 and on into the 1960s. The disorder consisted of fighting, bottle throwing and pitch invasions in addition to ritual chanting, obscenities and jeering. The Glasgow Herald wrote in 1952: "this hooliganism on the sports field cannot be allowed to go on. The sport of football must be cleared up."

(11) Hooliganism is only a football problem

5.13 This is not wholly true. 1954 saw the MCC in the West Indies playing the third Test Match at Georgetown, British Guyana. The West Indians were about to put on 100 when one of their batsmen was run-out. Scuffling broke out in the stand behind square-leg. Dozens of bottles were hurled towards the square-leg umpire who had given the batsman out and mounted police had to be moved onto the scene of disorder.

5.14 Six years later in the second Test at Queens Park, Port of Spain there was a similar occurrence. Again a West Indian was run-out. Again bottles were thrown onto the field by the crowd. Beer cans, fruit and anything else which came to hand was also thrown. Then the crowd came onto the field of play; finally the game had to be abandoned for the day.

5.15 In November 1963 there was a riot at a horse race track in the New York area. There were fifteen arrests and fifteen taken to hospital. Booths were set on fire and cars damaged.

5.16 In 1955 at an ice hockey match between Montreal Canadians and Detroit Redskins there was a major riot. A

smoke bomb was thrown. Cars were overturned, stores were looted and there were one hundred arrests.

(iii) Football hooliganism only occurs in this country

5.17 In Brazil, in September 1950, one person was shot dead and several other injured, four seriously, when an angry crowd tried to drag a football referee from inside a police car at Rio de Janeiro. In Italy, in March 1951, police used tear gas to disperse thousands of angry football spectators who broke into a visiting football team's dressing room at Bari, Southern Italy, injured a player and the trainer and chased the referee four miles to a farm house.

5.18 The official communist newspaper, Bauber, described a game near Belgrade in 1955 in this way: "Fans rushed on to the field carrying knives, knocked down the Referee and put him out of action for at least six months."

5.19 The St Louis Post Despatch, in December 1976, described a football game in this way: "At a National Football League game at Foxborough, Massachusettes between the New York Jets and the New England Patriots, rowdy fans continually ran out onto the field, stopping play a dozen times. By the time the game ended two fans had died of heart attacks, 30 were taken to hospital with cuts and bruises, 49 were arrested, a policeman's jaw was broken and a spectator had been stabbed. In the parking lot a policeman was giving mouth-to-mouth resuscitation to a heart attack victim when a drunken fan urinated on the officer's back."

The extent of hooliganism

5.20 There is then considerable evidence about the age and generality of the problem. It is less easy however to measure its extent and development. One of the problems confronting

anyone enquiring into the problems of hooliganism is the total lack of any reliable statistics. It is possible to ascertain from the police the number of arrests during a season at a particular ground. By comparing these figures with the previous year or years, some sort of conclusion can be drawn, particularly if the number of spectators is also known. Thus arrests as a percentage of spectators can be calculated.

5.21 Unfortunately this is an unreliable approach. Firstly, the arrest's data often do not distinguish between those arrested inside and those arrested outside the ground. Secondly the offences are not defined; they may be, for example, pick-pocketing, drunkenness or violence. Thirdly, the number of arrests may not indicate the extent of violence because when a riot takes place police may have to spend more time defending themselves than arresting people; on other occasions which are less violent they may be more able to arrest the trouble-makers.

5.22 It might have been thought that as violence has been a problem for football clubs for many years the first thing the football authorities would have done would have been to seek to establish the extent of it. Far from it.

5.23 Presently at every Football League match in England and Wales there is an observer appointed by the Football League to assess and report on the performance of the referee. In European and International matches there is an assessor who reports on the game including crowd problems. When I suggested to the Football League that their observers at domestic matches might also observe and report on any crowd problems they were not enthusiastic. Nor it appears are there any official plans for the central collection of statistics on this important subject. The result is that any student of the problem has to make do with inadequate statistics and a good deal of folklore because the authorities are unable to provide the assistance so that the necessary lessons may be learned.

5.24 In July 1976, a panel established jointly by the Sports Council and the Social Science Research Council reported on the problems of anti-social behaviour at sporting events.¹ In its recommendations for research the Report said this: "During its discussion the Panel was constantly hindered by lack of basic statistical information about hooligans and hooliganism. As a result it cannot be claimed that it has achieved a thorough understanding of the nature of the problem or of its extent. It appears that much of the data needed might already be available in police records, but not in a readily accessible or systematised form. While this is not a recommendation for research as such, the Panel feels that a routine system of collecting information from police forces in England and Wales about football hooliganism should be established."

5.25 Although that recommendation was made in 1977 no serious attention appears to have been paid to it. Recently, however, the Football Association wrote to all Football League Clubs in England and Wales: "We at The Football Association are monitoring the problems of various Clubs and trying to ensure that where potential problems exist a Club is forewarned. Some form of information service is therefore necessary to enable us to provide meaningful help to Clubs and, for this reason, we would ask you to give us a report on your home matches equally with reference to the visiting supporters." Albeit late in the day, this is a helpful approach and to be encouraged. It is still vitally important that the police and the clubs should get together so that henceforth it is possible for the clubs to obtain statistics on the number of arrests and the nature of the offences which occur on their property.

5.26 The figures of arrest at the twelve London clubs, over the last ten years are interesting. In 1975/76 there were

¹ Public Disorder and Sporting Events: The Sports Council/Social Science Research Council 1978

just under three arrests per 10,000 spectators. They went up to four in 1976/77, down to three again in 1978/79, up to five in 1980/81, down to four in 1982/83 and is now on the way up again. Professor Canter, a consultant to the Inquiry says: "The general trend is clearly upwards. Overall the ratio is increasing but what is also noticeable is that there appears to be a 4 to 5 year cycle, the troughs of which do seem to coincide with World Cup years."

5.27 Professor Canter has also looked at the casualties at a ground to see whether their number is in proportion to the arrests and ejections; he concludes that there is a direct relationship between the number of incidents and the number of casualties.

5.28 His conclusion is: "Taken altogether, the figures show an increasing trend towards violence necessitating arrest or ejection." They also show that the violence linked to these arrests appears to be linked to casualties. Those Clubs, especially in the major cities that attract larger followings, appear to have more violent incidents associated with their matches and these appear to be typically, although not solely, at games that attract larger crowds".

5.29 "The thesis that some clubs and special matches are the prime focus of acts of violence is supported by these figures. Discussions with police and other researchers argue this too. Our figures do corroborate these generally held views to some extent."

5.30 "But there is an important caveat. Few Clubs are without incident during a season, so to "blame" a few clubs is to ignore the widespread pattern. Further, whatever the threat

of "away" supporters, "home" supporters are not completely innocent." Professor Canter says "Two other comments follow from these findings. The first is that it is possible to

identify patterns to incidents from available data provided that enough data is collated together. Secondly this being the case, the football authorities (as well as the Police) can tackle the clubs directly whose supporters are frequently associated."

5.31 The point is made however that differences between clubs are enormous. Professor Canter says: "It is clear that each club has its own ethos. The question is thus raised whether this might relate to aggressive acts as indicated in arrests." The arrest levels at the Tottenham Hotspur and Millwall grounds have remained fairly constant over this time, at between three and four arrests per 10,000 spectators while at Chelsea it has fluctuated from two or three per 10,000 from 1975 - 1979 to between seven and eight per 10,000 today.

5.32 A team of sociologists at the University of Leicester who have made a special study of hooliganism, say: "It is not our contention that, because hooliganism at football matches can be shown to be deeply rooted in the British past, it has therefore been entirely unchanging in its forms, contents and consequences. Among the factors at work shaping the specific character of the "football hooligan phenomenon" since the late 1950s have been:-

1. the structural changes that have occurred in the "rough" and "respectable" sections of the working class, and in relationships between them;
2. the rise of a specifically teenage leisure market;
3. the increased ability and desire of young fans to travel to away-matches on a regular basis;
4. changes in the structure of the game itself;

5. specific attempts by the Football Authorities to curb hooliganism and, above all, the involvement of central government in this process;

6. changes in the mass media, above all the advent of television and emergence of the 'tabloid' press with its competition-generated and commercially-orientated concept of newsworthiness;

and

7. finally, the recent virtual collapse of the youth labour-market."

5.33 In our view, these features, which are all in some sense at least historically specific have made a significant contribution to the the form, content and extent of football hooliganism since the 1950s.

5.34 Almost everyone to whom I have spoken both in the football world, in the press and the media generally, in the police and in the academic world agrees that the amount of violence which is related to soccer, has increased; the statistics also tend to support this view. A distinction needs to be made, however, between violence which occurs inside the ground and violence which occurs outside the ground. There is a good deal of evidence that as the art of controlling a crowd within the ground increases and the physical constraints are improved, so the problem is simply transported from inside to outside the ground.

5.35 This may be a matter of congratulation and pleasure to the football clubs and to those who ^{have} inside the ground but it is not much consolation to spectators when going to or from the ground or to the ordinary citizen going about his lawful business in the streets of the town where the football match is being played.

Characteristics of the hooligan

5.36 Who then are these hooligans and why do they behave as they do? A good deal of work has been done by sociologists and others in an attempt to answer this question. The Sports Council Report² says: "There is a substantial body of literature describing and analysing the sub-culture of violence which is followed by young men in the lower classes of many societies It is a culture which values additional masculine virtues of courage and skill in fighting, of heavy drinking and exploitative sex; of loyalty to other members of the group and control over local territory. It would appear that the core members of fan groups are drawn from communities where those values still hold and these values are reaffirmed and given a new location in football hooliganism. These values have not only been challenged by alternative values held by other classes in Britain but by the emergence of new youth cultures with which they come into conflict."

5.37 "The Sub-cultural violence has found a new location in football. Football has created new heroes who exemplify its values and extended its territories well beyond the local street, cafes and public houses."

5.38 The Report goes on "Whatever the experts are likely to say about the natural aggressivity of young males and the way this is released in crowd situations, those who have to deal with the problem of football hooliganism, whether the police or the management of the clubs, believe that in some way it reflects on the breakdown of authority in modern Britain, and the ineffectiveness of home, school and churches in bringing up children."

5.39 "They believe it is society's problem and represents the consequences of a permissive society. There is a sense in which it may be society's problem but a different explanation

² Ibid

might be offered. We have already drawn attention to the nourishment which football hooligan draws from certain elements in traditional working class culture; the value it places on masculinity, violence and loyalty. These elements far from being the result of social change are extremely resistant to it. There are however important changes taking place in British society which may bear upon any long term solution to the problems of football hooliganism."

5.40 The Sports Council Report points out that there is nothing new about violence in the young. "Gangs of young adolescents who are alienated or in direct revolt against society are not a new phenomenon. The post-war years have seen the rock and roll riots of the Teddy Boys, the Mods and Rockers, the Skinheads and the Bover Boys. All seem to be seeking a distinct identity for themselves by special clothes, a feeling of solidarity by concerted actions and a sense of being wanted through companionship. Football fans are in a similar mould. They seek "male bonding" because they are in a critical gap between the stage of detachment from family dependance - if they ever enjoyed this fully - and the stage of marriage. This is a simpler explanation than the claim that they retain vestigial traces of instinctive hunting behaviour from their evolutionary forebears, although the latter is as difficult to falsify as it is to prove."

5.41 "They not only seek each others company, but are pressed into it by a society whose structure does not offer them much in the way of alternative affiliations. So we see young males "moving around" together in varying degrees of mutual dependance from the occasional "meeting up" to the closely knit gang. If masculinity and aggression (let us not forget spontaneous wit and mutual loyalty) are values adopted by these groups, it is the understandable consequence of a

socialisation which shapes the need to acquire these qualities as a mark of manhood."

5.42 "The football match turns out to be a natural arena for the rehearsal of these qualities and for the strengthening of bonds with each other. It offers an acknowledged meeting place, a carnival atmosphere and exciting contrast to the drabness of the workaday week. But principally it offers scope for belonging to a loosely constructed group, a gang or a clique; for assuming a role and taking part in the action. For a fan group has an explicit shared aim although it may not be held with the same degree of conviction by all members. It is that the team should win. The aim is victory. This objective, to support a team and in so doing help it to win far from being reprehensible in our society is generally regarded as desirable."

5.43 One of the Leeds United supporters to whom I spoke expressed it in this way. He said he would rather see his side win a boring game by 1-0 than see an exciting game which his team lost 5-4, Winning is everything. Losing is nothing.

Why football particularly?

5.44 The report continues

"We still have to ask, however, why football support to a much greater degree than other sports provides a situation that is so primed that it sometimes erupts into disorder."

5.45 "Some of the differences between football and other sports can be spelt out in greater detail. It is important to emphasise that no single feature but only a combination will

suffice to portray the football match as a situation with a potential for extreme behaviour."

5.46 "1. There is a very strong belief that the presence of large numbers of supporters spurs a team to greater effort. It is also widely felt that if this presence can be made explicit by shouting and chanting the effect will be that much greater. It is partly for this reason that organised supporters and fan clubs are strongly encouraged by management and why teams are expected to perform better on their home territory The belief in clamorous support does not obtain in all games and the differences are not merely accidental. Football is a continuous physical activity that proceeds so rapidly that each action seems almost a reflex. It does not require the concentration or "cerebration" of a chess match or a golf tournament, where the players' moves are invariably accompanied by a hush on the part of the spectators and not by shouting. It is in general accord with research on social facilitation and "audiences" that support can induce "arousal" and hence more physical effort but that for tasks requiring careful thought at the time when the action is carried out, audiences are distracting and counterproductive."

"2. There are only two parties to a football match, for the entire event. The competition is completely polarised; if one team wins, the other loses and there is no fine gradation of awards. The same applies to the supporters. They are in direct and simple opposition and this implies also that each side is united within itself into a huge collectivity for the purposes of direct competition with the other side. This competition does not end with the match - there are traditional enemies, old scores to settle and reputations to attack or defend and the frequency of the meetings reinforces the partisanship."

"3. The game itself includes a fast moving series of direct physical confrontations as well as cooperative movements between team members. The spectators can readily

identify with these movements, both individually and collectively because all the action can be seen by the whole of the audience at the same time. They can follow and respond to the shifting fortunes and experience vicariously the often aggressive encounters. Quite often the outcome is unpredictable up till the closing minutes."

"4. A strong sense of "involvement" or identification of what is happening on the field of play, whether it is a clash of individuals or a team movement, arises from the fact (relatively unique to football) that a high proportion of the spectators have played the game themselves through the early years of their lives or are still playing." I have to say that I question this view. I am by no means sure that such a high proportion of football supporters have in fact played the game to the extent suggested and I am equally doubtful that in other games like rugby union and cricket the proportion of spectators who themselves have played or are playing is necessarily less than at football.

"5. An additional factor to combine with the preceding ones to further delineate football is its strong basis in working class culture. Football is still an institution that is distinctly working class. The terraces at big matches have become obvious and prominent places for proudly displaying and emphasising class values and this process is of course mutually re-inforcing. It is readily observed not only at the cultural but also at the individual levels. Some social scientists say that aggression is more encouraged in the social upbringing of working class children but more heavily punished when it is employed and that punishment further reinforces its use because it is itself aggression and administered by a revered model ie the parent. In middle class upbringing, physical forms of aggression are less encouraged as acceptable social behaviour and they also receive less punishment when they are deployed."

"6. The alignment of football teams is territorial the large majority of supporters are drawn from a fairly localised territory. Unlike middle class people, whose attachment is more likely to be temporary and whose lives are more mobile, working class youths and adults have a very strong attachment to place"

5.47 The report continues "It may be noted that we have not so far referred to the possibility of frustration which in one of the main theories of aggression is regarded as a main instigator. In football hooliganism, it is doubtful if it adds much strength to the explanation. If some young people are frustrated by unemployment and the many social deprivations to which they are exposed, this is a chronic condition and not something that is acutely experienced at football matches. Indeed, the reverse is more likely. It may, however, be argued that the fan groups' major aim is frustrated if its team is defeated or one of its members unfairly treated, and that this frustration intensifies if the fans are prevented by the police and by the layout of the Ends from correcting the injustice or humiliation."

5.48 Finally the Report says "It must be re-emphasised that none of the conditions we have outlined are enough by themselves to distinguish football from similar spectator sports such as rugby union and league, American baseball and football and ice hockey and so on. However, when taken in combination they amount to a formidable set of predisposing characteristics. It must follow that if action is to be taken to minimise the undesirable consequences of football, it must be taken at many points. There cannot be a single panacea."

5.49 The reference to Rugby League points a contrast between the atmosphere at that sport and at association football. I was able to watch a Rugby League club game

attended by 12,500 spectators. There were no perimeter fences. There was no form of segregation. There were no incidents. Only some 20 police officers were on hand. There were large numbers of women and children present; the afternoon was an enjoyable day out for everyone. On the previous day when England played New Zealand, however, policemen had had to go onto the pitch to sort out players who were fighting among themselves.

5.50 Professor Canter in his Report to me said: "The general concern with violence, at and around football matches, has been the reason for a great many official and technical reports and a number of studies. From these examinations some general explanations of violence at football matches have been put forward. These explanations do carry implications for crowd safety and control."

5.51 "The following hypotheses have been put forward to explain violence at and around football matches. As will be apparent the different hypotheses are not necessarily competitive or mutually exclusive, although they do carry differing implications for control."

5.52 The various explanations identified by Professor Canter are these:

1. Violence is a conscious deliberate activity sought after by particular organised groups.
2. Particular football Clubs have attracted a membership that contains small numbers of supporters groups that are especially prone to violent behaviour.
3. Watching football can be an intensely rowdy activity. Under given physical or emotional circumstances notably on the terraces and at important major matches, this rowdyism will burst into violence.

4. Violence is a direct product of uncontrolled confrontation between rival groups of fans.
5. Football hooliganism is a quasi-political reaction by unemployed disaffected youth against an uncaring society and against Clubs more interested in their players than in their supporters.
6. Most aggressive behaviour among football supporters is essentially ritual not intended to lead to actual acts of violence. It only evolves into violence when the ritual breaks down say due to misunderstanding by the supporters or the police."

The "new" hooligan

5.53 Many responsible organisations and individuals I have spoken to in the course of my Inquiry expressed serious concern about the rise of what they saw as a new breed of football hooligan. The Leicester Sociologists say: ³

"In our research we have been particularly interested in what the football hooligans themselves and other young fans call 'fighting crews' specially those of the 'super hooligan groups' which have evolved in recent years at some of the larger clubs ... One of their main distinguishing marks is the fact that they do not travel to matches on 'football specials and official coaches but tend instead to use regular coach or rail services or cars and hired vans. They also eschew the forms of dress, the scarves and favours (also the club banners) that still tend to be widely associated with football hooligans in popular opinion. One of their main objectives in attending matches is to confront and fight opposing fans and to 'take their end''. Fans of this kind travel without identifying colours in order to avoid

³ Dunning, Murphy and Williams: "Spectator Violence at Football Matches: towards a sociological explanation". British Journal of Sociology forthcoming 1986.

advertising themselves too soon to rival fans and the police."

5.54 The way they operate was graphically described in a recent trial at the Old Bailey before Judge Hilliard.

5.55 On the day of the offence Chelsea were due to play Cambridge United Football Club at Cambridge. A large police operation had been mounted involving over 400 officers. Chelsea supporters had, apparently, on a previous visit to Cambridge caused damage to property and possibly to other persons. A number of Cambridge supporters, about 60-80 young men, gathered at a public house. There was no trouble in the public house because police officers visited from time to time. It is clear, however, that look-outs had been posted so that they could give warning not only of the approach of Chelsea supporters but also of the police.

5.56 The leader of the group was known as the "General". He had been subject to a life ban from Cambridge United Football Club from November of 1983.

5.57 Some time about midday, a group of about 50 youths were seen running from the direction of the public house. They were carrying weapons in the forms of bottles or stones. A local resident realised they were hunting or hounding Chelsea supporters. He could hear the sound of bottles being broken and glasses being trampled into the ground. The Cambridge supporters proceeded to ambush and then attack the Chelsea supporters.

5.58 One of the accused was asked what he had against Chelsea supporters he said: "They're animals." And when asked what he got out of it he said, "It's a bit of excitement. What is there in Cambridge for young people.....The bastards give

you a good hiding up there anyway. What Cambridge needs is something like a Mecca." One of the other youths said, "I have been depressed for some time now and I formed the opinion that if I was going to take my aggression out on anybody I may as well have one with football supporters. I knew the people in there - [the public house] - would be looking for trouble."

5.59 One of the accused said, "I knew there would be trouble because other years when that many people meet, it always leads to trouble, and it was obvious from the talk in the pub that some people were intent on getting Chelsea fans on their way to the ground." And another said, "It was obvious what was going to happen.when those teams are in town a lot of kids go out looking for trouble."

5.60 The Judge said this - "Now in this case a group of youths and young adults at different times and varying, according to estimates, between 30 and 150 took part in attacks on Chelsea supporters between noon and 2pm The final exit from [the public house], about 2 pm was a determined and cunning attack by about 80 people. At a nearby road junction the mob split into two parts and each part then approached the main Newmarket Road by separate side roads, thus trapping Chelsea supporters and ordinary members of the public going to the football ground. The site for this was carefully chosen to permit of no escape, the main road at that point having iron railings upon the entire length of the centre reservation. Sticks, pool cues, bottles and glasses were carried as weapons by some of those in both groups, and were used on those caught in the pincer movement. Some Chelsea fans escaped by jumping over the railings. One who failed to make it was hit over the head with a bottle and jabbed in the neck with a broken end, severing an artery, and might well have died but for skillful first-aid by a police officer and good medical attention. Another young man had his jaw broken in three places, merely for being in the

way, and was kicked and beaten to the ground in front of ordinary men and women who were helpless to intervene."

5.61 "This was organised, pre-planned violence which endangered life. An experienced policeman said it was the worst series of incidents he had seen in ten years, and there were a number of other incidents involving groups of youths attacking single youths with feet and fists and weapons - too many to mention."

5.62 Of the leader, who was sentenced to five years imprisonment, the Judge said "An intelligent and reasoned letter which I have read shows that you have some insight It also shows that you are articulate, fluent and persuasive in a high degree."

5.63 Many of the accused did not fall into the so-called "rough" working class category. One, who was sentenced to ten months imprisonment, was described by the Judge as having a good work record and attractive references. Another who had no previous convictions was described by a probation officer as being a very decent young man. Of another it was said by his employers, that he had worked well for them and that his behaviour was out of character. Yet another, was a computer engineer; he was buying his own home and he was engaged to be married. Another had previous exemplary character and had glowing and unsolicited testimonials from neighbours. Another was a hard-working apprentice from a secure home background. Others were described as being well - employed with good references, coming from good homes; yet

another was described as having an exemplary lifestyle, a committed Christian.

5.64 An example of the ingenuity of the modern hooligan was given to me by one police force. One group of hooligans in order to avoid detection by the police on a visit to an away

match, hired morning suits and travelled by British Rail having persuaded the authorities that they were going to a wedding.

5.65 The evidence given to me/^{also} shows that one characteristic of today's hooligan is that often he quite deliberately does not take alcohol in order better to carry out his part in the planned operation and to keep his mind clear.

The Scottish experience

5.66 A study, sponsored by the Football Trust on crowd behaviour at football matches, was carried out by a research team from the Centre for Leisure Research, Dunfermline College of Physical Education (then part of Edinburgh University) between 1982 and 1984, and was published in January 1984.

5.67 It is clear from that Report, from my discussions with Mr Coalter (who was a leader of the research team) and from evidence which I received, both from the Scottish police and the football authorities, that there are a number of significant differences between what happens in Scotland and in England.

5.68 The Dunfermline study investigated three football clubs, namely, Glasgow Rangers, Glasgow Celtic and Aberdeen Football Club. Overall they drew a number of conclusions. They found: "Scottish Clubs and their supporters /were/ distinct from those south of the border and as such /merited/ study in their own right." They concluded that both Aberdeen and Rangers retained more traditional community links and further that: "The relatively low level of commercialism and the rather more traditional, even populist, links between the Clubs and their supporters mean that the various theories developed largely on the basis of English evidence to explain the meaning and significance of the game to supporters (and in

particular the roots of football hooliganism) appear less applicable in Scotland." The study continues "In addition, soccer related violence in Scotland is also distinct from that in England in that it tends to be fuelled by sectarian antagonism. Some of the forces which tend to promote and encourage violence therefore are well outside professional football and have long historical roots".

5.69 One of the significant developments in Scottish football has been the emergence of the so-called "Casuals". They were originally so named because of their clothing. They originated in Aberdeen probably from copying the style of some English supporters and have now spread to a large number of clubs. They attach themselves to a club and adopt its name. They are bent on fighting the opposition fans in order to enhance their own prestige.

5.70 When I talked to Mr Coalter he was somewhat sceptical about the significance of the "Casuals". Mr Coalter's view was that they were comparatively unimportant, that that /label was simply attached to them by the media and that they represented no more than a very small minority of football supporters. The Casuals are however, in the view of the police, a very real problem. They are well organised, appear to have money and cause a great deal of trouble particularly outside the football grounds.

5.71 Other evidence I have received from responsible people tends to suggest^{that} under whatever name they use, the Casuals^{are} a greater problem than hitherto. They travel more widely, are very much better organised and tend to seek out their opponents in areas away from football grounds like city centres where the police are less prepared for them.

5.72 The Dunfermline report goes on: "Surveys at the three Clubs demonstrate that the popular stereotype of football supporters as male working class adults is only partly true.

Although still predominantly male the survey has revealed that the supporters at three Stadiums were predominately in the younger age group (under 30) in the skilled occupational groups, whether white-collar or blue-collar but with a significant proportion from the professional and intermediate white-collar occupations." The Report points out a difference between Rangers, which attract a high proportion of the traditional or working class supporter, while at Aberdeen there is a significantly larger proportion of white-collar workers.

5.73 The Report goes on "The analysis of the data on arrests of football related offences confirms the conclusions of the McElhone Report that the number of arrested per thousand spectators are extremely low. Moreover a small number of matches account for a large proportion of the total arrests and a large number of the arrests occur at games in which tensions are heightened by sectarian rivalries. The majority of offenders are arrested for forms of vocal aggression and the types of offences commonly associated in the public mind with hooliganism, physical violence, damage to property, pitch invasions form a relative small proportion of the total. As such it is argued that much of the disorder which does occur might more aptly be labeled rowdyism than hooliganism." The Report continues "Seating and segregation have in combination contributed to the reduction in level of crowd disorder within stadiums. The segregation of opposing fans within the ground is regarded by the police as perhaps the biggest single contribution in the reduction in crowd disorder."

5.74 The Dunfermline Study goes on to say that ^{while} the problem of crowd disorder within stadia is largely contained.

: "if crowd disorder occurs it is more likely to occur outside the stadium after the game. Furthermore the

offences committed outside the stadiums are more likely to be violent in nature than those inside. Ironically while solving crowd problems within stadiums, an unintended consequence of the segregation of large crowds may be to provide the potential conditions for disorder outside the grounds. Segregated and coherent groups may provide the basis for the continuation of forms of behaviour which while tolerated inside the ground, quickly become defined as unacceptable outside. Many of the officers interviewed saw the major issue of football related crowd disorder as being the inconvenience to local residents and damage to property outside stadiums; however there was a recognition that given the random nature and geographical spread of many of these incidents they pose a difficult problem to combat".

Experience elsewhere

5.75 The experience in America and elsewhere is not substantially different. Dr Goldstein, of the Department of Psychology of Temple University Philadelphia, reviews (in "Sports Violence"), a series of articles by distinguished international experts, indicating that aggressive sports tend to increase not only the aggression of those who participate but of also some of those who watch. The argument is that fans who get caught up in outright violence do not seem to be psychologically different from most other fans, but the one difference is that they are almost universally young men, some of whom come to sports events in the hope of a battle.

5.76 On the question of the relationship between aggression on the field and aggression off the field, the emerging view was that the particularly brutal and angry aggression that is virtually an integral part of some forms of competitive sport increases the likelihood of imitative violence among crowds dominated by young adult males. One of the articles suggests,

for example, that anonymity and excitement allows fans to put aside more readily the inhibitions that would keep them from being openly aggressive in other situations. Violence on the playing field then holds out to them an example they are more likely to follow. Drinking adds to that likelihood.

5.77 In the articles there is also a good deal of support for the view that "perceived injustice" is an important cause of much violence among spectators. Put another way a spectator who thinks his team has been unjustly treated will react violently and aggressively. Certainly, anyone who has been present at a football match is well aware that the referee's decision can give rise to considerable controversy, not only among players on the field, but among spectators in the stands and on the terraces. Bad refereeing has always led to problems on the field because players are only too ready to take advantage of any weakness they perceive, or alternatively to redress the balance of what they perceive was an injustice by taking the law into their own hands.

5.78 There are, of course, a great number of well-documented outbreaks of violence at sports grounds which have resulted from a disputed decision by an official. For example on 24 May 1964 there was a soccer match between Peru and Argentina. With two minutes left in the contest, Argentina was leading 1-0. Peru then scored. However, the goal was disallowed by the referee because of rough play. Fans broke onto the field, the match was suspended, more fans crashed onto the field, the police fired revolvers and tear gas and the crowd panicked. As a result of the riot, some 300 spectators were killed.

5.79 The various types of disorders are classified in "Sports Violence" into five major categories. They are:-

1. Frustration disorders They occur when spectators' expectations of access to the game and the way it will be played or adjudicated are thwarted. Included in this is "perceived injustice" when a source of frustration occurs as when fans believe that an incompetent or biased official has cost their team victory.

2. Outlawry disorders They occur when groups of violence prone spectators use sports events to act out their anti-social activities by attacking officials, fighting with rival fans and destroying property. Such crowd violence is seen as the work of a delinquent or criminal element.

3. Remonstrance disorders They occurs when a section of a crowd uses a sports event as an arena for the expression of political grievances.

4. Confrontation disorders They break out when spectators from rival religious, geographic, ethnic or national groups come into conflict. Given the appropriate circumstances, smouldering resentment can easily spark into open hostility, so that local derby games where regional supremacy is at stake are an ideal setting for confrontation riots.

5. Finally, there is what is called an expressive riot, which is the intense emotional arousal which accompanies victory or defeat, particularly if it is exciting or unexpected and uninhibited behaviour is then triggered.

What is apparent from the above categorisation, it is said, is that no single control measure could cope with all the triggers of disorder and that action which might be suitable for one situation could be inappropriate in another.

Extreme Political Activity

5.80 There is a substantial body of evidence that political activists are present at football grounds in England although it seems not to be a problem in Scotland. Football grounds are used in order to recruit new members and leaflets are passed out. There is no doubt that at football grounds there are a number of people who belong to extreme political parties and they are there often in a group. Equally it is evident that some of them take part in the disorders which occur.

5.81 There is also widespread evidence of the presence of small groups of National Front and similar supporters at football matches, of the giving of Nazi salutes, of the distribution of literature ^{and of} the chanting of racist slogans. They boast in their publications of these activities. Further, a number of their supporters have been convicted of criminal offences arising from the use of violence at football grounds. But that does not prove the assertion that it is they who are responsible for violence on the terraces. The evidence which is available to me, from football clubs generally and from the police in all parts of the country, is that while they constitute a presence at a number of football grounds where they recruit and cause trouble by racist chanting, there is little to connect them with organised violence. The considered view of the police who spoke to me seemsto be that their importance at football grounds is a self importance and that they are not a significant factor in the problems with which I am dealing.

5.82 That is not to say that anyone, particularly those with memories of events since 1936 should take a complacent attitude towards their activities. Nor is it necessary to approve of the contents of their magazines. However in the search for answers to trouble at football grounds, it is right that too much importance should not be attached to their activities.

5.83 This view is confirmed by the statistics in the report to my inquiry prepared by Professor Canter. He said: "Where terracing is seen as the physical basis of violence, political activities are seen as the social cause. As with terraces, removing political activity would not solve the problem of football hooliganism. However it is important to identify the extent of any conscious involvement by such groups as the National Front in crowd violence. We therefore asked a question carefully phrased to see if there were any direct evidence for the involvement of political groups as seen by our respondents and if there was any difference between the clubs in this. After a general question on people's thoughts we asked for any concrete evidence that they might have 'in their own experience ."

In effect we were asking almost one thousand witnesses throughout the country whether they could give any first hand evidence to support the view that political groups are involved in crowd trouble." The question was "Do you think that organised political groups such as the National Front are involved in crowd trouble?" The answers were:-

	<u>Yes</u>	<u>No</u>
Celtic	39	61
Manchester United	44	56
Tottenham Hotspur	43	57
Chelsea	65	35
Sunderland	11	89

Millwall	43	57
Fulham	48	52
Southampton	55	45
Preston	49	51
Coventry	38	62

5.84 Professor Canter continues "When it comes to actual evidence the picture becomes more hazy. Although 162 of our respondents said they had direct evidence of National Front involvement, closer examination reveals that a number of those based that on media reports.

All in all, about 10% of our respondents appear to have first hand knowledge of National Front activities."

5.85 It is interesting to see what this "political" group was actually doing. Professor Canter's figures show that 194 respondents had witnessed involvement and that 34 incidents involved either starting a fight or fighting. However, Professor Canter reports that most of those who said they saw fights, were in fact quoting media reports.

The evidence of these respondent makes it clear that the majority of those involved were distributing literature, chanting or making gestures or displaying or wearing signs or symbols.

5.86 This sample accords with the other evidence which has been presented to me.

Unemployment

5.87 There have been a number of suggestions that unemployment is the cause of people being violent at football matches.

One might certainly expect it to be so. Those who have nothing to do to absorb their time and interest are those most likely to get up to mischief; they have not the dignity of labour and the discipline of the workplace. Historically however there is little evidence to support that view, nor is the statistical evidence clear.

Surprisingly, such evidence as there is, is to the contrary - viz the absence of any obvious increase of violence in the 1930s when there was widespread unemployment; the increase of football violence in the 1960s when there was little unemployment; the ability of large numbers of troublemakers to travel long distances at considerable expense; the recent use of £1 coins as weapons; the wearing of fashionable and expensive clothing; and the evidence relating to the employment of those convicted. Nor do any of the football clubs or authorities, or the police, or the fans to whom I have spoken give support to the theory. That a number of unemployed behave like hooligans is undeniable - that they are hooligans simply because they are unemployed is not by any means clear.

My own conclusions

5.88 I must have read some thirty or forty reports, studies or books, where an attempt has been made to analyse the problem. I am certainly more knowledgeable on the subject of football hooliganism. Whether I am any wiser I doubt.

5.89 I have had the opportunity myself of attending a number of football matches incognito. I have talked to fans on the terraces and observed their behaviour. I have discussed the problem with Professor Canter, with Mr Coalter, with the Leicester sociologists, with groups of football supporters, with the police and football authorities and many other experienced observers.

5.90 I am of the view:

- I. (a) That there has always been a group, albeit a small group who find violence attractive; who currently find the football ground a convenient theatre for their violence and the football match the occasion

for display of their aggressive tendencies which on other days and at other times they will be exhibiting in public houses, the city centre or elsewhere. Their main target at football grounds is opposing fans. They choose to exercise that violence at a football match for a number of simple reasons. The date and place of a match are fixed; the nature of the opposition is known; its presence is certain, so is that of the police. Their own support is known. Its presence too is certain. The battle lines can be drawn. Thus plans can be made well in advance for the particular acts of violence that they intend to create.

(b) And while there is a good deal of academic support for the view that violence was at one time the prerogative of the so called 'rough' working class that is no longer the complete picture today. A majority of today's hooligans no doubt do fit into that category, but some do not. They come from a variety of backgrounds many have reasonable jobs and earn a proper living.

(c) Whether they are motivated by the same reasons as their predecessors can only be a matter of conjecture; there seems little reason however to believe otherwise.

II. (a) A second group imitates the first element I have identified. Thus those not particularly given to violence witness violence in others and see it being exercised, without let or hindrance. People expect the spectators on the terraces to behave in an aggressive way and to use foul language. It then becomes accepted and the norm and thus becomes a part of the pattern of life which would not be

tolerated elsewhere. This knock-on effect can be seen in violence in the streets of our cities, unconnected with football.

- (b) The feeling of anonymity in the crowd gives rise to a loss of inhibition and self-discipline. The association with those of similar disposition, the enthusiasm and the partisan support for the team, which itself causes an atmosphere, all create a situation which can readily give rise to violence

III Then there is a third group (not always separate from the other two groups) who cause violence for a reason, either real or supposed. It may be an inability quickly to get into the ground; it may be the presence of rival spectators in a part of the ground to which the fans think they have a claim.

IV Finally there are those, the vast majority of spectators, who abhor violence and wish only for an afternoon of pleasure at a football match.

5.91 Whether it is ever possible, by altering in some way the structure of society, so that there are not people to whom violence is of itself attractive, has given rise to considerable debate. There are, of course, very many factors which cause a person to have an aggressive disposition. Heredity and environment are such uncertain barometers of interaction that it is too simple to say, improve the environment and violence will disappear. Neither of course should be ignored.

5.92 I have therefore sadly to conclude that there has always been violence in the world and that there always will be violence; and that however close social scientists get to determining the true cause of violence on the football terraces, no complete cure can be prescribed, even for the very long term.

5.93 It is clear however that there are a considerable number of preventive measures at sports grounds which can properly and reasonably be taken. These I have set out in Chapter 4 of this Report. By taking proper preventive measures it may be possible to stop violence inside a sports ground. So far as violence generally is concerned, I would like to be able to say there is a simple cure. There is not. It would be doing a grave disservice to suggest otherwise.

Postscript

5.94 I do not pretend that my Report can be all embracing or provide a simple solution to a complex problem. There is no panacea. There is no one solution to the problem of violence. More particularly it is to be hoped that if violence within the football ground is contained, it will not re-emerge elsewhere. I confess I do not feel sanguine about that.

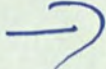
5.95 I trust that by publicly canvassing the problems which affect the game, both in my Reports and during the course of the Inquiry and also by stimulating discussions, at all levels, both inside and outside the game, it may be possible for solutions to emerge so that the national game can regain some of its former glory. Nor should we ever forget the tragic events which gave rise to my Reports.

5.96 Although this is my Final Report, the problems of football will continue long after I have returned to the more familiar and less turbulent routine of my judicial duties. I therefore leave my task adopting the words of Matthew Arnold:
"Peace, Peace is what I seek and public calm;
Endless extinction of unhappy hates".

CHAPTER 6

Summary of Recommendations

A Recommendations in the Interim Report

1. Evacuation procedures should be a matter of police training and form part of the briefing by police officers before a football match. (Now see paragraphs 4.17 to 4.19)
2. The local authority team responsible for issuing safety certificates in respect of designated grounds should, as heretofore, include police officers.
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. (Now see paragraphs 4.102 to 4.104) 
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. (Now see Appendix E, paragraph E35)
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.
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.
(Now see Appendix E, paragraph E33)

7. Stewards at all sports grounds should be trained in fire fighting.

8. In designated grounds it should be a term of the safety certificate that an adequate first-aid room should be provided.

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.

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.

(Now see Appendix E, paragraph E49)

11. Paragraphs 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." (Now see paragraph 4.23 and Appendix E, paragraph E21)

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. (Now see paragraph 4.129 and Appendix E, paragraph E49)

13. Building of new permanent stands of combustible materials should be prohibited as a general rule. (Now see paragraph 3.86 to 3.92)

14. Suitable and adequate exits should be provided in all sports grounds.

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

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.

17. In order to ensure a complete record of sports grounds a local registration system should be set up. (Now see paragraph 3.34 and Final Report Recommendation 3)

18. Consideration should be given as how best to deal with temporary stands and marquees. (Now see paragraphs 3.94 to 3.96)

19. The next edition of the Green Guide should make it clear that it applies to all sports grounds. (Now see Appendix E, paragraph E8)

20. Urgent consideration should be given to introducing a membership system in England and Wales so as to exclude visiting fans. (Now amended. See paragraphs 4.107 to 4.128 and Final Report Recommendation 15)

21. Closed circuit television should be introduced at League football grounds in England and Wales and in the Premier Division in Scotland. (Now see paragraphs 4.92 to 4.101)

22. There should be a specific offence in England and Wales of throwing a missile at sports grounds. (Now see paragraphs 4.45 to 4.47, 4.54-4.55, 4.58-4.74 and Final Report Recommendation 12)

23. Football clubs should review their arrangements for entry and the organisation of their turnstiles. Now see Appendix E, paragraphs E18-20)

24. Consideration should be given to the design of a standard, efficient perimeter fence, with proper exits. (Now see paragraphs 4.136 to 4.138 and also Appendix E, paragraph E29)

B Provisional Recommendations in the Interim 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. (Now see paragraphs 4.24 to 4.38 and Final Report Recommendation 11)

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. (Now amended. See paragraphs 3.62 to 3.64 and Final Report Recommendation 7)

3. Linked with the above, I am minded to recommend that consideration 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. (Now amended. See paragraphs 3.60 to 3.64 and Final Report Recommendation 7)

4. I am minded to recommend 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 (see Provisional Recommendations 2 and 3) and an application to the High Court for an injunction (or the Court of Session for an interdict in Scotland) should be an alternative remedy. (Now amended. See paragraph 3.65 and Final Report Recommendation 8)

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. (Now amended. See paragraphs 3.53 to 3.59 and Final Report Recommendations 4 and 5)

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. (Now amended. See paragraph 3.23 and Final Report Recommendation 2) 1 →

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. (Now see paragraph 4.76 and Final Report Recommendation 13)

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. (Now see paragraphs 4.48 to 4.54, 4.56-4.74 Final Report Recommendation 12)

C Recommendations in the Final Report

1. The distinction made between sports grounds and sports stadia should be abolished. (Paragraph 3.14)
2. Further designation under the Safety of Sports Grounds Act 1975 of sports grounds and sports stadia with accommodation for over 10,000 spectators where Association Football, Rugby League, Rugby Union and cricket is played in England, Wales and Scotland. (Paragraph 3.23)
3. All sports grounds and sports stadia not already designated under the Safety of Sports Grounds Act 1975 and having a capacity in a stand of over 500 spectators should be designated under the Fire Precautions Act 1971 as premises requiring a fire certificate. (Paragraph 3.34) 
4. One authority should be given the responsibility for securing structural safety at sports grounds and stadia not designated under the 1975 Act. (Paragraph 3.52)
5. In England and Wales indoor sports facilities with accommodation for over 500 spectators should require a fire certificate under the Fire Precautions Act 1971. (Paragraph 3.57)

6. An urgent review of the existing legislation on indoor sports facilities in Scotland should be undertaken and if they are not currently covered by fire regulations such facilities should be designated under the Fire Precautions Act 1971. (Paragraph 3.59)

7. Provision should be made in the Fire Precautions Act 1971 for authorised officers of a Fire Authority to have power to issue a prohibition notice. (Paragraph 3.64)

8. Provision should be made for authorised officers of the Local Authority to have power to issue a prohibition notice under the Safety of Sports Grounds Act 1975. (Paragraph 3.65)

9. There should be (1) annual renewal of safety certificates issued under the Safety of Sports Grounds Act 1975; (2) a duty on the local authority annually to inspect the premises prior to re-issuing the certificate and (3) power for the local authority to revoke the certificate. (Paragraph 3.68)

10. The Department of the Environment should urgently amend the Building Regulations Guidance Codes in relation to combustibility in new stands. (Paragraph 3.90)

11. In England and Wales the unfettered right of the police to search those who are either entering or trying to enter a football ground should be conferred by statute. (Paragraph 4.38)

12. In England and Wales consideration should be given to creating an offence of disorderly conduct at a sports ground. Paragraph 4.74)

13. The power to arrest under Section 5 of the Public Order Act 1936 should be widened. (Paragraph 4.76)

14. The provision of Section 3(3) of the Sporting Events (Control of Alcohol etc) Act 1985 should be reviewed in relation to executive boxes. (Paragraph 4.91)

15. Consideration should continue to be given to some form of membership scheme for Football League clubs in England and Wales.
(Paragraph 4.128)

LIST OF THOSE WHO GAVE EVIDENCE TO THE INQUIRY

(* gave oral evidence)

Amateur Boxing Association of England
Amateur Swimming Association
*Association of Chief Police Officers (England, Wales and Northern Ireland)
*Association of Chief Police Officers (Scotland)
*Association of County Councils
*Association of Metropolitan Authorities
*Association of Scottish Police Superintendents
Association of Show and Agricultural Organisations
Aston Villa FC
Rt Hon Sir Humphrey Atkins MP

Mr Tony Baldry MP
*Lord Dean Beswick
*Birmingham City FC
*Bradford City AFC
*Brentford FC
Brighton and Hove Albion FC
*Bristol Rovers FC
British Amateur Athletic Board
British Automatic Sprinkler Association
British Cycling Federation
British Safety Council
British Transport Police
British Wood Preserving Association
*Mr Peter Bruinvels MP

*Mr John Carlisle MP
Central Council of Physical Recreation
Centre for Contemporary Studies
*Centre for Leisure Research, Dunfermline College of Physical Education
*Sir Norman Chester
*Chief and Assistant Chief Fire Officers' Association
Commission for Racial Equality
Community Rights Project Limited
*Convention of Scottish Local Authorities
Cricket Council
*Crystal Palace FC

*Mr Tam Dalyell MP
*Darlington FC

Department of the Environment
Everton FC

Mr Tony Favell MP
*Fire Brigades Union
Fire Protection Association
Fire Research Station (Department of the Environment)
*Football Association Limited
*Football Association of Wales Limited
*Football Grounds Improvement Trust
*Football League Limited
*Football League Executive Staff Association
*Football Trust
*Mr Clement Freud MP

*Mr Edward Grayson, Barrister at Law
*Grampian Police
Greater London Council
Greater Manchester Police
*Sir Eldon Griffiths MP

Halifax Town FC Limited
*Lord Harris of Greenwich
*Health and Safety Executive
Mr Eric Heffer MP
Mr Robert Hicks MP
Hockey Association
*Mr Richard Holt MP
*Home Office
*Rt Hon Denis Howell MP
*Huddersfield Town AFC Limited
Mr Roy Hughes MP

Institution of Building Control Officers
Institution of Fire Engineers
Institute of Leisure and Amenity Management

Jockey Club

Kennedy Street Enterprises Limited

Mr Geoff Lawler MP
Lawn Tennis Association
*Leeds United AFC Limited
*Leeds United Supporters' Club
*Leicester University, Department of Sociology
*Mr Jim Lester MP (Parliamentary All Party Football Committee)
*Liverpool FC
Liverpool City Council
London Fire Brigade
*Lothian and Borders Fire Brigade
*Lothian and Borders Police
*Lothian Regional Council

Mr Allen McKay MP
Mr Kevin McNamara MP
Mr Max Madden MP
Manchester United FC
Marylebone Cricket Club
*Merseyside Police
*Metropolitan Police
Mid Glamorgan County Council
*Millwall FC
Lord Mischon
Lord Mulley PC
Sir Hector Munro PC MP

*National Association of Fire Officers
National Council for Civil Liberties
*National Federation of Football Supporters' Clubs
National Front
National Greyhound Racing Club Limited
Newcastle Ergonomics
Northampton Town FC
Northern Ireland Department of Education (Community Service Division)
Nottinghamshire County Council

Oxford United FC

Sir John Page MP
*Mr Tom Pendry MP (Parliamentary All Party Football Committee)
Rt Hon Sir Ian Percival QC MP
*Mr Peter Pike MP
*Police Federation of England and Wales
*Police Superintendents Association of England and Wales
Portsmouth FC
Mr Harvey Proctor MP
*Professional Footballers' Association

*Rt Hon Merlyn Rees MP
Royal Agricultural Society of England
Royal and Ancient Golf Club of St Andrews
RAC Motor Sports Association Limited
Royal Scottish Automobile Club
Rugby Football Union

*Scottish Football Association
*Scottish Football League
Scottish Home and Health Department
Scottish Lawn Tennis Association
*Scottish Office
*Scottish Police Federation
*Scottish Rugby Union
Scottish Women's Amateur Athletic Association

Searchlight Publishing Limited
*Sheffield United FC
Shropshire County Council
*Society of Chief Building Regulation Officers
*Southend United FC Limited
Speedway Control Board Limited
*Sports Council
Sports Council for Wales
St Andrews Ambulance Association
St John's Ambulance Association and Brigade
Strathclyde Firemaster
*Strathclyde Police
*Strathclyde Regional Council
*Mr Ian Studdard, Producer of the Thames Television film "Hooligan"
Swedish/Finnish Timber Council

Thames Valley Police
*Timber Research and Development Association
*Timber Trade Federation
*Tottenham Hotspur FC
*Mr Cyril Townsend, member of the Chester Committee

*Mr Gary Waller MP
*Watford FC
Welsh Counties Committee
Welsh Office
Welsh Rugby Union
Welsh Sports Association
West Glamorgan County Council
West Ham United FC
West Ham Supporters (several)
West Midlands County Council
West Midlands Police
West Yorkshire Fire Service
West Yorkshire Metropolitan County Council
*Lord Wigoder

Over [300] letters were received from members of the public and individual commercial undertakings.

Several informal meetings with sports correspondents were held.

Finally, a project from the pupils of Curzon Church of England Combined School, Penn Street Village, Bucks was received.

List of football grounds visited

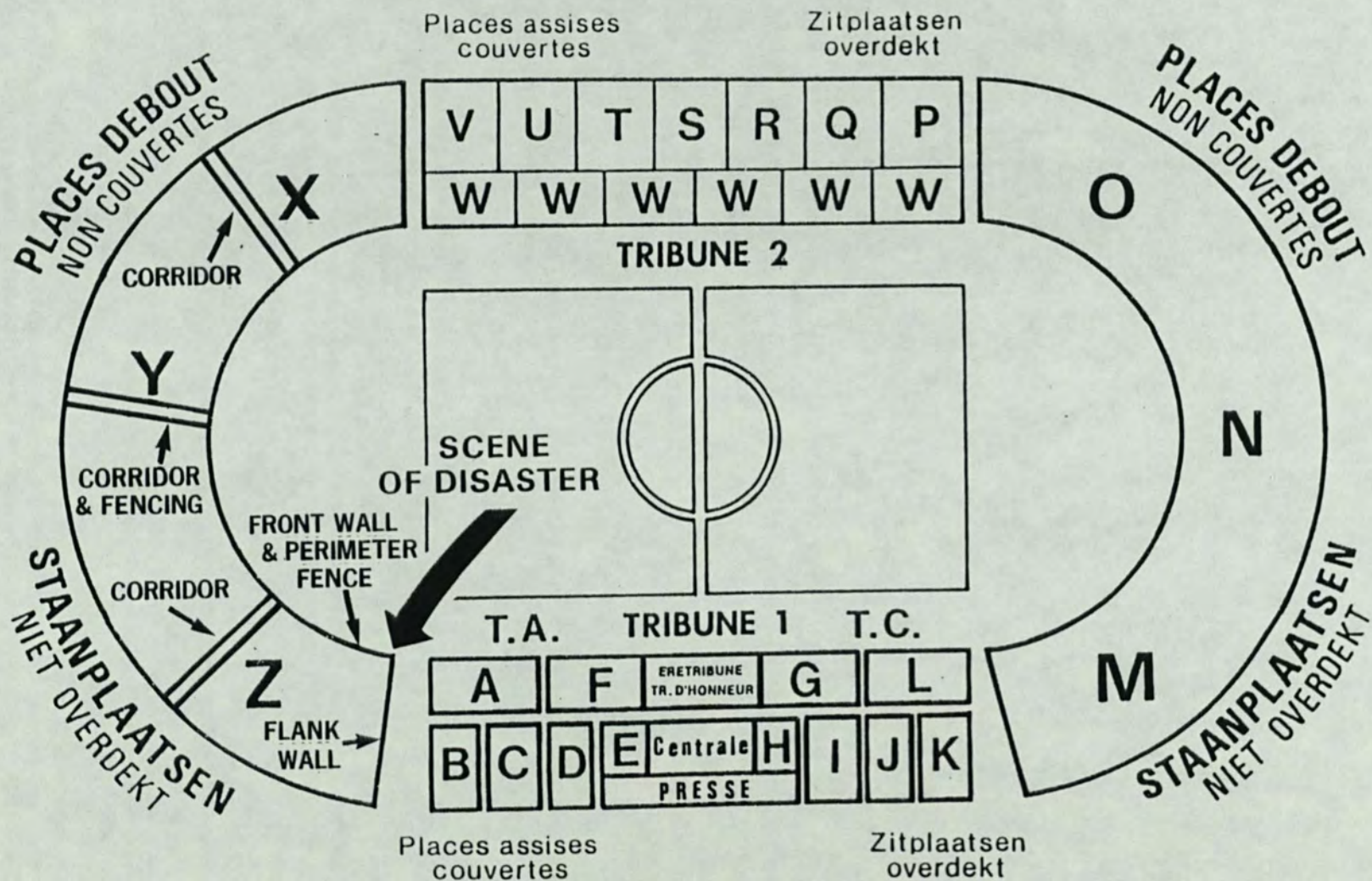
Birmingham City
Bolton Wanderers
Bradford City
Bury
Chelsea
Derby County
Fulham
Halifax Town
Ipswich
Leeds United
Leicester City
Liverpool
Luton Town
Manchester United
Millwall
Nottingham Forest
Norwich City
Oxford United
Reading
Tottenham Hotspur
Watford
West Ham United

Aberdeen
Glasgow Celtic
Glasgow Rangers
Heart of Midlothian
Hibernian
Meadowbank Thistle

International Grounds

Hampden Park
Ninian Park
Wembley

Heysel Stadium
Parc des Princes, Paris



SKETCH MAP OF HEYSEL STADIUM

BELGIAN HOUSE OF REPRESENTATIVES PARLIAMENTARY COMMISSION OF INQUIRY

Extracts from the Report of the Parliamentary Commission of Inquiry to the Belgian House of Representatives of 9 July 1985 (translated from the House of Representative document 1232 (1984-5)/1-2*)

Terms of reference :

The causes, circumstances and lessons to be drawn from the tragic events occurring during the Liverpool/Juventus match on Wednesday 29 May 1985

PART V: "CONCLUSIONS"

Agreements between the two football associations (UEFA-Belgian Football Union (RBFA))

page 73 It should be emphasised from the outset that it was the British supporters who mounted the disastrous charge into Section Z. They bear the main responsibility for the terrible events that followed and this must remain the case whatever blame might be attributed to others for having aggravated the matter.

There is absolutely no doubt but that the organisers, the RBFA and UEFA were familiar with the usual behaviour of the English supporters. This is all the more clear from the fact that people were sufficiently concerned for the Brussels Police to send a representative to Liverpool to assess the situation. The gendarmerie, who were also invited, did not consider it necessary to send a representative.

The Board of Liverpool FC has made known that it took a number of precautions The Club made reassuring statements confirming that its supporters were amongst the most placid in Great Britain and that, moreover, the club could identify all the ticket holders.

The British Transport Police representatives gave the same kind of reassurance Moreover, the RBFA the evening before the match made statements to the same effect and confirmed that the match had been perfectly well organised.

It is nevertheless true that despite the reassuring statements made by UEFA, who should have been and perhaps were better informed of the

* References to pages are to pages in the House of Representative document 1232 (1984-5)/1-2

realities of the matter and despite the precautions taken some English supporters or so called supporters (a limited number, it is true) became a murderous rabble.

THE ORGANISERS OF THE MATCH

(a) Organisation of the match

It is important to recall that the duty placed on the RBFA and, beyond them UEFA, was to guarantee the safety of spectators and in this context it was their responsibility to take the necessary precautions and in particular apply the UEFA rules. However, both the RBFA and UEFA seemed more concerned with financial and commercial considerations than safety precautions.

The ticket sales got completely out of hand. It has been established that a large number of tickets for Section Z (a neutral zone where there should under no circumstances have been any Italian supporters) were sold to Italians large quantities of tickets were sold to travel agents, football clubs and others without their having been asked to give any written guarantee whatever that they would not sell tickets to Italians. The sale of tickets at Heysel Stadium (theoretically restricted to 5 tickets per person) was organised in such a way that anyone, including Italians, could get tickets for Section Z without any problems at all. This is in contravention not only of UEFA directives but also contrary to the arrangements agreed before the match. Such a procedure was bound to create a black market.

The next point is the requirement to separate opposing supporters within the stadium. There is a specific UEFA ruling on this.

It is clear that natural animosity developed into altercations, fights and charges; the third of these had tragic consequences and could no doubt have been avoided had there not been so many Italian supporters in Section Z. It is clear that the ticket sales organised by the RBFA were a decisive element in this and they are to blame in that respect.

This, together with the absence of an adequate buffer zone as well as the weakness of the fencing separating Sections Z and X-Y, meant that the safety precautions were even less effective.

It is amazing that knowing about the significance of the black market, the organisers did not warn the forces of law and order of the potential danger.

..... It was decided to create an enclosed area around the outside of the stadium using Heras fencing. The idea was in fact to operate a kind of filtering procedure which would allow spectators to be searched as soon as they went through into the enclosures. In fact the fencing proved totally inadequate and in so far as it could be considered as much a psychological as a physical barrier, the fact was that it could not fulfill this function. It would have been more helpful to have passageways or gangways which could have allowed spectators to be shepherded.

The way in which the match was organised testifies to routine and a lack of seriousness. A number of ambiguous decisions were taken the RBFA preparations for the match were too informal: no prior agenda for meetings; no regular membership; no minutes. Even if it was only some of the decisions which were ambiguous, it remains the case that, for example, failure to decide clearly how the gangways between the sections should have been set up and manned was one of the causes of the tragedy.

(b) Lessors and owners of the stadium

..... The condition of the stadium appeared dilapidated on the occasion of our visit structures were deteriorating, columns, crash-barriers and steps. It is also clear that the terracing itself had been neglected and had not been the subject of the kind of normal maintenance work which is required in a stadium of this size. This made it easy for the supporters to obtain missiles. Moreover, the narrowness of the gangways and of the few entrances at the top of the stadium, as well as the fact that there were only three exits at the bottom, caused problems when it came to evacuation.

These problems were exacerbated by the fact that the lower gates could only be opened from the pitch side. According to the organisers and the forces of law and order, the intention was to make it possible for evacuation to take place in the event of trouble while allowing the forces of law and order to intervene as necessary

It seems surprising that the general regulations relating to safety at work should not be applicable in this instance. If this is the case, then they should be applied certain basic facilities were lacking. There were only a few fixed telephones, which is inexcusable. It is essential that if gatherings on this scale are to be organised there should be an on-the-spot command post where the organisers and forces of law and order can meet

It is reasonable to emphasise the responsibilities of UEFA in this respect. In February 1985, the organisation was content to devote less than an hour to the inspection of the stadium and did not comment on its condition.

.....

The Authorities

A. The local police

Precautions made:

It is part of the duty of the police to implement the provisions of the document "Crowd Violence at Sports Grounds" This document, drawn up at the suggestion of the RBFA, in consultation with the police was issued by the Ministry of the Interior in the form of guidance on the 17th February 1974. It would not appear that the police took any measures to implement the provisions of this document

page 77

Specific preparations

The police took part in preparatory meetings On the occasion of these meetings, those involved apparently discussed all the measures to be taken at the ground as well as transport, the arrival of the supporters, the sale of tickets, liaison and co-ordination of the activities of

the police and the gendarmerie, all organisation of parking facilities, organisation of emergency services and sale of alcoholic drinks.

..... the emergency services were not specifically invited to these meetings, nothing was said about the condition of the stadium and again no minutes were taken setting out the decisions which had been reached during the meetings.

..... the reports on these meetings were drawn up in retrospect: there is no way to be sure of the number of participants, their rank, their precise identity or what they said

.....

The day of the 29th May 1985

page 78 • There was fighting in the streets from the morning onwards. This fighting was caused by persons under the influence of alcohol. The police decided to limit their interventions in order to avoid more serious trouble. Nothing was done to curb the consumption of alcoholic drinks on the public highway or the sale of the same.

One is entitled to question whether everything necessary was done to prevent the troubles which occurred later.

Heras fencing had been erected around the stadium but this perimeter fence was not sufficiently well supervised

The police arrived at the stadium in good time, they were nonetheless unable to carry out a complete search of the spectators because of a shortage of men (only forty available). Confiscated items could not be kept away from the supporters because of a lack of containers. Efforts were made to compensate for this by collecting confiscated items by van.

Fifty men were placed between Sections M, N-0 but they were forced to retreat at about 6.30 pm because of the aggression of the Italian

supporters. The gangways were so structured that it was not possible to keep officers on the steps.

The police could not prevent supporters from invading the pitch. Lumps of concrete torn from the structure of the stadium and missiles caused enormous problems. (27 police were injured)

The police communications system worked well. The police did what was necessary to maintain adequate liaison with the gendarmerie.

.....

B. The Burghermaster

The Burghermaster has a general responsibility to maintain law and order in his area and he is also chief of the local police This applied as much in the city on the 28th and 29th May as in the stadium when the events took place.

As to the condition of the stadium, this being the property of Brussels City Council, it was for the City Council to deal with its maintenance and also to ensure that all the fencing provided was strong enough to serve the required purpose.

C. The Gendarmerie

1. The so-called advance measures

..... So far as the document entitled "Violence at Sports Stadia" which the gendarmerie adapted as a General Order, it appears that three points were not dealt with :-

Examination of the ground,

Structural liaison with the organisers,

Need for information teams to be set up at the stadium.

page 79

Nonetheless, in certain respects the General Order issued by the gendarmerie was more stringent than the original document. The gendarmerie took part in six preparatory meetings. It has been emphasised in this respect that aside from errors in the way in which these meetings were conducted, the fact that the interested organisations

were not always represented by the same people undoubtedly led to decisions being taken which were not clear and in some cases positively ambiguous. Nonetheless, the representative of the gendarmerie did make a written record of the meetings for submission to his superior.

Despite the absence of minutes recording decisions made at these meetings, it can be seen that such agreements that were reached were not always implemented.

If just before the match all those concerned (ie the organisers and those responsible for law and order on the day) had met at the ground, this would have been the first meeting they would have had together (actually on site). This is an important point and to avoid any difficulties the organisers as well as the forces of law and order should have ensured that such a meeting took place.

In organisational terms, the Commission finds that the gendarmerie had drawn up a plan which took account of possible incidents outside the stadium before the match, in the stadium during the match and outside the stadium while the supporters were leaving.

..... Both the football authorities and the English police had given assurances to the effect that the Liverpool supporters did not have a bad reputation in England.

..... the opening of the ground at 5.00 pm and the number of spectators involved did make it more likely that trouble would occur. The immediate cause of the tragedy was also due to the fact that there were English and Italian supporters in Sections X, Y-Z which was impossible to predict given that Section Z was to have been reserved for Belgians.

The provisions made were based on information which proved to be inaccurate. The error lay in the fact that the arrangements were not adapted quickly enough when they needed to be, and this is attributable to four factors: the command structure of the gendarmerie; lack of

precision in the orders given; lack of messengers for the dissemination of information within the stadium and the element of "unpredictability".

.....

Reference should also be made to the fact that a less than peaceful atmosphere prevailed in the city the previous evening and this should, of itself, have caused the arrangements to be reviewed.

2. Numbers of men deployed

.....

page 80

The numbers of men originally to have been deployed were greater than usual for an international football match.

.....

.... sufficient men were provided but the way they were deployed, both inside and outside the stadium, was ineffective.

..... it appears that the Adjutant commanding the squadron assigned to Sections X-Z had too few men to enable him to undertake the onerous task placed upon him.

3. Orders issued by Major Kensier, Commander of the Brussels District

The generally imprecise nature of the orders is most regrettable. Moreover, it would have been helpful to have barred entry to the stadium to supporters whose state of drunkenness presented a risk. In these circumstances, he should have deployed more men in the stadium to allow proper control of the safety zone.

By 5.30 to 6.30 pm it was already clear that Section Z was occupied by Italian supporters and that their proximity to their English counterparts posed an immediate threat.

The preparatory meetings had been understood in such a way that Captain Mahieu thought his orders were to keep the gangway between Section X and Y-Z clear.

It should be pointed out that Captain Mahieu had not been invited to any of the meetings in question.

Action within the stadium

page 81

..... no member of the gendarmerie who participated in the preparatory meeting was present at the Heysel Stadium on the day of the match. --
- the Commission considered whether it would be appropriate to establish a command post at the stadium or even two, one inside one outside. Although the Commission did not feel qualified to form a judgement on this, it considers that the point should be made.

5. Divisions of tasks within the squadron

The Commission regrets that within Alpha Squadron there was no precise division of tasks between the Commander and his deputy. It was obvious that at certain times both officers were together inside the stadium and at other times they were together outside the stadium.

This was all the more unacceptable because of the inadequacy of the radio communications.

The provisions of messengers seems to have made up in some degree for the radio communication problems referred to below but according to the witness, these messengers could not in any event fulfill their purpose because of the density of the crowd.

page 82 . 6. Communications arrangements and equipment

..... numerous means of communicating information were provided.

There were communication links between the Special Branch and the command post, and between the police and the gendarmerie both inside and outside the stadium. In addition to these, radio contact between police and gendarmerie was assured by liaison officers at HQ, the command post and at the ground. In the end, this adds up to an unwieldy system. Perhaps this is the price to be paid for trying to ensure that two separate forces, the police and the gendarmerie, worked together without losing their separate identities.

Communications between the Special Branch and the Command Post did not operate well the poor condition of the equipment was mainly to blame. But it is also probable that the Special Branch was not properly briefed.

.....

At the gendarmerie headquarters, messages are recorded by a shorthand writer who typed the messages as they were received. It would appear that the messages were recorded only selectively.

Communications between the platoons and their commanding officer did not take place under ideal conditions; the Captain commanding in the stadium went outside. No communication was possible with him thereafter and this at the very time when the tragedy occurred.

Even when the radios were working, their effectiveness was reduced by the ambient noise level. The gendarmerie must have known this would happen. One must ask why messengers were not used for these communications.

It is clear from witness statements that communications between the Command Post and the stadium were not operating properly this means that at a time when it would have been useful to call in reserves, the Command Post was not receiving sufficiently precise information from the stadium.

There are several statements about the state of the equipment. General Bernaert said that the sets were good quality ones but that there was trouble with the cadmium nickel batteries. The batteries were old and, moreover, were not properly used.

..... insufficient attention was paid to checking whether those using the equipment were doing so in the correct manner.

.....

page 83

7. Problems with the command structure

The command structure within the gendarmerie is open to question in two respects.

1. What is the relationship between HQ and the operational commander ?

The theory advanced by the gendarmerie is that the operational commander is expected to know what the situation is and that it is not for headquarters to intervene at this level. This assumes that the operational commander believes he has sufficient forces at his disposal to meet the situation and that, should things get out of hand, he would take the initiative in requesting additional manpower (or resources in the broader sense of the word). This is what should occur.

Asked whether in this case headquarters should have informed the operational commander of the situation since they had more information about it than he did, the gendarmerie replied in the negative. This on the basis that at certain moments of crisis it is necessary to avoid disturbing the commander by making too many telephone calls.

The Commission would question this strict limitation of relative responsibility. The Commission considered that in any event if headquarters is aware that the situation is deteriorating then it has a duty to contact the Command Post rather than to wait passively for the operational commander to make contact.

The command structure within the gendarmerie is also open to question in terms of the relationship between an officer in command and his deputy on the ground: where serious incidents are imminent, as was the case in this incident, and contact cannot be made with the officer in command on the ground, should not the most senior officer present be permitted to go direct to the senior command ?

The Commission wonders whether such a rigidly hierarchial system does not compromise operational effectiveness.

.....

D. The emergency services

It is important to emphasise the effectiveness of the emergency services such as the Red Cross, Fire Service, 999 and medical services etc.

The Commission was nevertheless surprised to learn of the existence of a "Disaster Contingency Plan" of which the Fire Service were aware but was not known to the other authorities, notably the police and gendarmerie.

It would have been useful to invite the Fire Service and the Red Cross to the preparatory meetings officially, whereas in this instance, when they were present, it was on their own initiatives.

.....

Beyond the prime responsibility of the English supporters, the Commission discovered a series of failings, deficiencies and omissions which have contributed to the tragedy.

.....

page 86

The Commission unanimously agree that it is an error to organise a football match (which should be a sporting event and a pleasure for participants and host country alike) if that event subsequently proves to require three thousand men to maintain law and order

If such an event is organised in future which seems likely to require such a force of police and gendarmerie, then serious consideration should be given as to whether or not it should be allowed to proceed.

APPENDIX E

Chairman

WORKING GROUP ON THE GREEN GUIDE

E1. Shortly after publication of your Interim Report you asked me to establish a Working Group of appropriately qualified scientific and technical persons who had practical experience of safety at sports grounds to assist the Inquiry in its task of reviewing the Home Office Guide to Safety at Sports Grounds (the "Green Guide"). As you know, and with the kind co-operation of the Home Office, Scottish Office, Department of Environment, local authority associations and technical consultants to the Inquiry, I was able to form such a group and this met for a full week (23-28 September) under my Chairmanship.

E2. Our terms of reference were "To review the Home Office Guide to Safety at Sports Grounds (Football) - "the Green Guide" - and to make recommendations to the Committee of Inquiry on Crowd Safety and Control at Sports Grounds as to amendments or additions considered necessary to the Green Guide published in 1976." A record of the membership of the Group appears later in this appendix.

E3. I am pleased to be able to report that the Working Group completed its work satisfactorily and that it was found possible on the final day of the Group's week to reach general agreement on the various recommendations for changes which we wished to see made to the Guide. I have since prepared a self-contained note of these points and have put the Group's deliberations into the form of recommendations for you. This note is set out below for your consideration. I support these recommendations.

E4. As you will see there are, in total, some 63 recommendations. This should not be taken in anyway, however, as an adverse judgement upon the current Guide. The substantive advice in the guide stood up remarkably well to a week of detailed scrutiny by experts and fully justifies the high esteem and confidence in which it is generally - and internationally - held.

E5. It remains only for me to record my gratitude to the members of the Group who gave up so much of their valuable time to assist the Committee in its task; to my fellow Assessor, Mr Alan Goodson, for his encouragement, support and practical advice throughout the week; and to Mr Mark de Pulford for his excellent work as Secretary.

MARTIN KILLORAN

Fire Assessor to the Inquiry

REPORT AND RECOMMENDATIONS

STRUCTURE OF THE GREEN GUIDE

Rec 1 E6. The Working Group was dissatisfied with the structure of the current Guide and recommends that the Green Guide should be reorganised so as to reflect more closely the needs of its target audience. (The Group agreed that the target audience of the Guide comprises (a) sports ground management in designated and undesignated grounds; (b) engineers, designers and others engaged in the improvement, design appraisal or refurbishment of sports stadia to certificable standards; and

(c) local authorities responsible for enforcing the Safety of Sports Grounds Act 1975). The Group considered that, following a general introduction which describes the scope of the Guide, sets the scene and briefly discusses the nature and extent of risks to the public at sports grounds, the guidance should be re-arranged so as to deal first with general management responsibilities and major planning and design matters. (Guidance on these matters should, where practicable, include methods for assessing the general safety condition of a ground and the need for detailed drawings and plans). The succeeding categories of detailed guidance should each be preceded by a statement of the general functional requirement or aim and should include as much appraisal flow and other diagrammatic material as may conveniently be arranged. The Group considered that a possible scheme for the categories of advice in the Green Guide was: Fire (to include a checklist and appraisal flow diagram and reference to the need for professional advice), Structural Appraisal (to include a method for appraising existing structures and reference to the need for professional advice), Ground Control and Ground Management (to identify responsibilities and duties), and Inspections, Tests and Maintenance.

Rec 2

E7. The Group also recommends that consideration should be given to the production by the Home Office, or other appropriate body, of summary documents, training aids and seminars for sports ground management explaining the provisions of the Green Guide and their application.

INTRODUCTION

E8. The current Guide is aimed at soccer and rugby grounds (GG (Green Guide, 1976 Edition, paragraph): 1.1)

Rec 3

The Group decided that many of the recommendations in the Green Guide are relevant to outdoor sports other than football and recommends that the Introduction should say that the Guide is applicable as a code of good practice for all sports

Rec 4 grounds. The Green Guide should make it clear, however, that
it does not cover measures to ensure the safety of spectators
from hazards presented by the sport itself.

E9. The Group noted that the references in the Guide to the Building Regulations for England and Wales would need to be revised and brought up to date. It was further noted that in Scotland, the Building Standards (Scotland) Regulations gave requirements for the construction, alteration, extension and change of use of buildings, and included standards in respect of means of escape from fire including emergency lighting, access for fire-fighters as well as structural fire precautions. The Group recommends that full account should be taken of national Building Regulations in the Green Guide.

IDENTIFICATION OF PROBLEMS

E10. The current Guide discerns three particular types of safety problem to be considered within a football ground and its immediate surroundings (GG; 2.1 to 2.4): (a) those physical hazards which may cause individuals to trip, slip or fall; (b) crowd pressures which may be built up in normal circumstances (particularly on terraces and exit routes); and (c) crowd pressures which may be built up under abnormal conditions. The Group considered that this analysis was correct. However, it felt that the need to tackle these problems should be covered in a new self-contained section defining, in general terms, good safety design in sports stadia and enumerating other important needs such as managing and controlling crowds, maintaining effective fire precautions, making proper provision for the disabled and achieving a reasonable standard of comfort and convenience for spectators. Accordingly, the Group recommends the incorporation of a new self-contained section on good safety design in sports stadia.

Rec 5

GENERAL CONSTRUCTION

E11. The current Guide recommends that all components and installations should be designed, constructed, installed and maintained so as "to perform safely their required functions" and that they should be in accordance with good engineering and building practice, especially as set out in all relevant British Standards and Codes of Practice (GG: 3.1).

The Group approved this recommendation but felt that the reference to British Standards might be improved so as to identify those parts of British Standards which are wholly applicable in the circumstances of the case. The Group
Rec 6 recommends that references in the Guide to British Standards should be improved accordingly.

E12. The current Guide recommends that all electrical installations should comply with the current edition of the regulations of the Institution of Electrical Engineers (GG: 3.2). The Group considered that it would be reasonable in
Rec 7 some circumstances for the enforcing authority to accept a certificate of satisfaction from a chartered electrical engineer in lieu of full compliance with current IEE Regulations and recommends that the Guide so advises. The
Rec 8 Group also recommends a reference to BS 5266: Pt 1 in respect of emergency lighting.

E13. The current Guide recommends that all parts of the ground used by the general public should have a minimum headroom of 2.4 metres (GG: 3.5).

The Group could find no clear foundation for this advice and,
Rec 9 accordingly, recommends that in respect of headroom the Guide should simply advise conformity to appropriate building regulations.

INSPECTIONS AND TESTS

E14. The current Guide recommends -

- (i) A detailed annual inspection to ensure compliance with the Green Guide (GG: 4.1);
- (ii) A general visual inspection following each event for damage which might create a potential hazard (GG: 4.2); and
- (iii) Testing of crush barriers in accordance with the Guide on installation and subsequently, normally, at intervals of several years (GG: 4.3).

- Rec 10 The Group recommends that the routine general visual inspection by management advised in the Guide should also cover features which might reduce the degree of fire
- Rec 11 protection offered and that there should also be a warning in the Guide against storing hazardous materials under or near
- Rec 12 stands. The Group also recommends that consideration should be given to the inclusion of additional guidance to certifying authorities as to the frequency and content of inspections.
- Rec 13 E15. The Group recommends that regular emergency evacuation drills for members of staff should be recommended in the Guide.

E16. On the testing of crush barriers (GG: 4.3 and Appendix C of the Guide) the Group had before it no evidence that the current guidance had permitted dangerous or defective crush barriers. However, it seemed to a minority of the Group that certain anomalies exist in the current recommendations in the Green Guide as to load factors and testing (for example the table of strengths for new crush barriers permitted a different design strength for the bars and posts than for the foundations); and there was some evidence that enforcing authorities were unclear as to the correct

procedures. The Group recommends that representatives of the
Rec 14 local authorities, the Home Office and appropriately qualified
advisers should, together, review the Guide's recommendations
on the design and testing of crush barriers in more detail
with a view to clarifying the guidance in future editions of
the Guide (see also paragraph 28 below).

E17. The Group further recommends that the Guide should
Rec 15 advise that any automatic fire protection equipment or
emergency lighting system should be tested regularly in
accordance with relevant British Standard codes of practice.

INGRESS TO THE GROUND

E18. The Guide currently recommends that the number and
location of turnstiles should be planned to achieve the
smallest crowd waiting for admission that is consistent with
the rate at which spectators can be distributed inside the
Rec 16 ground (GG: 5.1). The Group recommends that more detailed
guidance to management as to contingency planning in the event
of unusual pressures and frustrations (including a reference
to the value of centralised computer-based monitoring) should
be given. The Group further recommends that the Guide
Rec 17 emphasise that turnstiles are not acceptable as a means of
escape from a ground.

E19. The Group considered it desirable that the Guide should
specify a notional maximum free flow rate past a turnstile.
Rec 18 The Group recommends that further consideration be given to
defining a maximum notional flow rate past turnstiles for
incorporation in a future edition of the Green Guide.

E20. The Guide currently recommends that fences forming the
boundary to a ground should be of "appropriate height and
strength" to avoid spectators gatecrashing (GG: 5.2).

- Rec 19 The Group recommends that boundary walls and gates and any other structure forming part of the boundary should also be of appropriate height and strength to avoid gatecrashing.

EGRESS FROM THE GROUND

- E21. Currently, Section 6 of the Guide makes a number of general recommendations as to egress from a sports grounds (GG: 6.1 to 6.13). The Group was generally content with these but recommends that the wording in paragraph 6.13 of the Guide
- Rec 20 should be revised to make it clear that escape routes are not to be regarded as an alternative provision only for use in emergency. The Group further recommends that guidance should
- Rec 21 be included to the effect that doors on exit routes should
- Rec 22 always open outwards; and that, where practicable, exit gates should be sited adjacent to entrances.
- Rec 23 E22. The Group recommends that a study should be undertaken of the current use and effectiveness of the exit route signposting and exit marking systems recommended in the Green Guide (GG: 6.6), and that consideration should be given to commissioning further research in this area.

TERRACES AND STANDS

Safe capacity of terraces

- E23. The Guide currently suggests that the exits from each area of spectator accommodation should be so designed that the spectator can leave that area in eight minutes or less (GG:
- Rec 24 6.5). The Group concluded that this so-called "eight minute rule" was concerned solely with the effect of crowd turbulence (arising from delays in evacuating spectator accommodation) on the rate of flow. It was not related to emergency evacuation time criteria (see paragraph 32 below) and the Group recommends that the Guide should make this clear.

Terrace packing densities

E24. The Guide recommends packing densities between the limits of 27 and 54 persons per 10 m² depending on the condition of the terrace or slope and on the extent to which crush barriers conform to the Green Guide guidelines on spacing (GG: 15.4). Recommended flow rates from the terraces are given at paragraph 16 of the Guide.

- The Group concluded that the flow rates and permissible spectator densities in the Guide were satisfactory and reasonable when taken as a whole and that they accorded with
- Rec 25 experience. However, the Group recommends that flow rate and packing criteria and their relationship (if any) with those criteria given in respect of emergency evacuation and crowd turbulences should be set out and explained more clearly in the Guide and that further advice should be given as to how interpolation between the wide limits suggested in respect of terrace packing densities may properly be carried out. The Group further recommends that consideration be given to the
- Rec 26 possibility of a separate detailed study of the possible casualties which might be attributable to high packing densities.

Terrace steps and viewing slopes

- E25. The Group was content with the Guide's recommendations in respect of terraces steps and viewing slopes (GG: 7.4).
- Rec 27 The Group recommends, however, that the surfaces of terrace steps and viewing slopes should be even as well as non-slip
- Rec 28 and that the way in which the maximum desirable gradient is specified in the Guide should be improved.

Terrace gangways

E26. The Guide states that the aim in respect of terrace gangways should be to ensure that every spectator on the

terrace is within 12 metres of a gangway or of an exit. (GG: 7.5). The Guide further indicates that gangways should be sunk.

The Group felt that although these recommendations were generally satisfactory, reasons should be given for the basic aim stated in paragraph 7.5 of the Guide. Furthermore, it
Rec 29 would be preferable to state the safety objective behind the current recommendation to sink gangways so that it could be met in other ways. The Group recommends accordingly.

Division of spectator accommodation

E27. The Guide currently recommends the division of a ground into sections to prevent major migrations by spectators, and into sub sections to minimise the sway and surge of spectators (GG: 7.6). The Group recommends that the Guide should limit the application of its guidance on segregation to terraces at football grounds (See recommendation 57 below)

Crush barriers and other physical restraints on movements

E28. The Group recommends that the Guide should explain that
Rec 30 brick walls and similar structures lacking mass or tensile
Rec 31 strength are poorly suited to withstand horizontal pressures
and that the Guide should strongly recommend regular structural appraisal by appropriately qualified personnel.

Rec 32 The Group also recommends that consideration should be given to mounting a more detailed review of current literature on the strength of crush barriers and the effects of the various types of loading that might be applied to them (see also paragraph 15-16 above).

Rec 33 The Group further recommends that the aim of the guidance on migrations be restated as "to prevent potentially hazardous migrations" rather than mass migrations as currently indicated in the Guide. (See also paragraph 42 below).

PITCH PERIMETER FENCES

E29. The advice on pitch perimeter fences in the current Guide deals mainly with the crush barrier aspects (GG: 7.9). Access to playing pitches and the need for "anti-hooligan" or other protective devices is however, referred to in the section on crowd behaviour (GG: 18).

- Rec 34 The Group recommends that the Guide should explain more clearly, preferably by reference to standardised specifications, the different functions perimeter fencing may serve and that appropriate cross referencing is incorporated in any future edition of the Guide. The Group further
- Rec 35 recommends that the importance of allowing full access to the pitch where this is likely to be used as a place of safety in emergency should be made plain. (It was noted that Scottish building regulations required that protected zones such as stairways led to a place of safety, ie an enclosed space in the open air at ground level or an enclosed in the open air at ground level with access (of defined widths) to an unenclosed space. A pitch could be accepted as a place of safety only if it met that requirement. If, however, it was subsequently fenced off, circumstances could arise, under Scottish building regulations where a change of use would be deemed to have taken place).

STAIRWAYS AND RAMPS

- Rec 36 E30. The Group recommends that the current guidance on stairways and ramps (GG: 9) should contain appropriate cross references to advice on egress from the ground (GG:6). The
- Rec 37 Group further recommends that the Guide should advise that, ideally, the rising and going of steps should be uniform throughout an entire escape system. A minority of the Group felt that the method of calculation for access to stairways (GG: 9.4.5) of the Guide was anomalous and should be reviewed.

FIRE PRECAUTIONS

E31. Guidance on fire precautions is currently contained in section 10 of the Green Guide. It covers a variety of important matters including fire resistance, emergency lighting and fire-fighting equipment.

- The Group was not wholly satisfied with the general advice on fire precautions offered by the Guide. So far as existing
- Rec 38 structures were concerned, the Group recommends that detailed advice should be given on means of reducing the rate of fire growth in existing stands. The Group believes that consideration should be given to incorporating appropriate references to recent unpublished work in this area commissioned by the Inquiry from the Fire Research Station.
- Rec 39 In particular, the Group recommends that the Guide should emphasise the hazards of developed fires breaking into spectator accommodation and the consequent need for fire separation under stands to be imperforate. In addition, the
- Rec 40 dangers of fire spread across adjoining stands should be emphasised and half-hour fire resistance might need to apply to vertical sections dividing spectator accommodation from other areas.

Evacuation times

E32. On notional emergency evacuation times, the Guide currently recommends interpolation between 2½ and 8 minutes, with the higher figure applying where a stand is of non-combustible fire resisting structure and presents generally a low fire risk (GG: 8.3).

The Group was satisfied that there was no case for reducing the 2½ minutes lower evacuation time as recommended in the Guide. The lesson of Bradford was the need for adequate measures to inhibit the rate of fire development and spread and to improve the efficiency of fire procedures rather than

to stipulate more stringent criteria in respect of notional values. However, representatives of the Fire Research Station felt that the 2½ minutes should be regarded as a maximum; they believed that although individual circumstances might conceivably justify increasing the figure, it was not currently possible to assign quantitative values to active or passive fire protection measures with sufficient precision to enable specific relaxations to be advocated in the Guide with any degree of confidence. A majority of the Group believed that the notional 8 minutes upper limit indicated in the Guide, although lacking any very clear or relevant technical rationale, was reasonable and should be retained.

Nevertheless, it was the firm view of a minority including Mr Platt that 8 minutes is too long a period to allow for the evacuation of any stand under emergency conditions and that, although relaxation of the 2½ minutes figure might be reasonable in individual circumstances, it would be misleading to specify an upper limit in the Green Guide.

- Rec 41 The consensus was that the enforcing authority should decide on relaxations in the light of professional experience and individual safety circumstances of a particular ground, but that the Green Guide should offer more guidance as to what latitude was permissible on evacuation times and the circumstances to take into account. In particular, the Green Guide should emphasise that escape routes should be designed or chosen so that they provide progressive reduction in difficulty or danger to people using them and regard should be had to the likely accumulation of smoke and combustion
- Rec 42 products in those routes. The Group recommends that consideration should be given to devising a more scientific method for assessing the evacuation of a stand under emergency conditions.

Fire protection and fire-fighting equipment

E33. The Group considered that there was currently

Rec 43 insufficient evidence as to the value for life safety of automatic fire protection equipment for the Green Guide to encourage trade-offs between such equipment and structural fire protection measures. Any implications that such trade-offs were permissible should be removed from the current Guide (eg GG: 10.2). A majority of the Group rejected also the idea that the Green Guide should suggest similar relaxations where management expertise and vigilance were at a high level.

On fire detection and fire-fighting equipment, the Group
Rec 44 recommends that reference should be made to relevant British Standards such as BS 5839: Part 1, BS 5306: Parts 1 and 3 and BS 5423. The Group considered that it was an inefficient and undesirable use of resources for manned fire appliances to attend all matches.

E34. On roof venting, the Group felt that with some stand roof configurations, appropriate venting and curtaining arrangements might offer a means of reducing the spread of fire. It was agreed however that the science of fire and smoke venting was highly complex and that it was not appropriate for the Guide to offer more than a general reference to the issue. However, the Group felt that some advice on roof venting should be offered in the Green Guide
Rec 45 along the lines of that proposed by the Fire Research Station in work commissioned by the Inquiry. It was agreed that the priority in the Guide was to recommend effective fire precautions relating to the early stages of a fire.

Access for emergency vehicles

E35. The Group agreed that the Guide's recommendations as to access for emergency vehicles (GG: 11.30) were soundly based. It was noted that the Interim Report recommendation that vehicular parking be banned within quarter of a mile of a sports ground (when it was in use) had been made on a "where

Rec 46 practicable" basis. The Group recommends that the qualification "where necessary" should be added to the current Guide's recommendations on access for emergency vehicles.

Hazardous Materials

E36. The consensus was that it was not practicable for the Guide to offer detailed advice on fire spread hazards associated with particular materials. Nevertheless, the Group
Rec 47 recommends that consultation with expert fire advisers should be indicated in the Guide where substantial use of, for example, polymer seating is contemplated or of artificial pitches where forward escape onto the pitch might be necessary. (See also recommendation 35 above).

COMMUNICATIONS

E37. The Green Guide currently recommends that precise requirements for communications within a particular ground be determined after consultation with the police (GG: 17). The Guide goes on to give examples of the arrangements likely to be needed at larger grounds. The Group considered that this advice and the way in which it was expressed was generally satisfactory. However, the Group recommended that the advice
Rec 48 as to central control points should not be confined to the
Rec 49 largest grounds and that the Guide should emphasise the need for ground management and responsibility to be centralised accordingly. The Group also believed that it would be
Rec 50 desirable in larger grounds if public address systems permitted messages to be directed towards specific zones of the ground. The Group recommends accordingly.

E38. On emergency audible alarms, the use of coded messages found little support in the Group. The need was rather to communicate essential information effectively to the crowd.
Rec 51 For that purpose, a clear system of communications covering

all the various conceivable crises, including the facility to stop the event, should be devised in consultation with the emergency services. The Group recommends that guidance to this effect should be incorporated in the Green Guide. Further study was required before pre-set formulae messages could be recommended in the Guide. However, it was clear that such messages should be in the active mode, that they should be directed towards persons from whom a response is required, and that they should be delivered authoritatively by trained controllers. The Group considered that there was a need for a

Rec 52 standard guidance covering the use of public address systems for emergency purposes. The Group recommends that consideration should be given to this.

E39. The Group considered that the development and operational experience of Closed Circuit Television (CCTV) facilities was too little advanced to enable the Guide to be prescriptive as to particular systems. However, it was noted that CCTV appeared to have significant value in crime prevention and detection and that it had a considerable role to play in aiding emergency evacuations, police management information and crowd control. The Group therefore recommends

Rec 53 that the provision of CCTV systems should be encouraged in the Guide.

CROWD BEHAVIOUR

E40. Advice on crowd behaviour is currently set out in the Green Guide in the form of recommendations of an earlier working party on crowd behaviour (GG: 18). The Group

Rec 54 recommends that the advice for management currently presented at paragraph 18 of the Guide should be re-organised and expanded so as to explain more fully the major problems and principles of crowd control and then go on to elaborate the various methods available which may be relevant in certain situations at sports grounds and of the circumstances under

which these might be appropriate (see also recommendation (1) above).

Rec 55 E41. The Group also recommends that the Guide should emphasise the value of effective planning before events, debriefing exercises and full liaison with the police, in order to predict and prevent trouble. In particular, the Guide should stress the desirability of identifying in advance, against the local historical background and known travel arrangements, the likely size and nature of the crowd.

Rec 56 E42. The Group further recommends that the Guide makes it clear that the responsibility for pre-planning and liaison lies with club management subject only to the point that the disposition of operational police resources is the sole responsibility of individual chief constables.

E43. There was considerable discussion in the Group of the segregation issue which, it was agreed, had major implications for planning. The consensus was that clear differentiation of opposing fans (with ancilliary facilities) remained the only viable and prudent course so long as crowd violence remained at current levels; and that the best way to achieve such differentiation was by spatial separation and physical containment of opposing groups. The Group was anxious, however, that segregation should not be encouraged other than where local circumstances made it absolutely necessary. In
Rec 57 particular, at the present time segregation should not be advocated for sports other than soccer. The Group recommends accordingly. (See also paragraph 27 above).

Rec 58 E44. The Group agreed that certain fire precautions measures, for example plasterboard fire separation and fire protection equipment, might be vulnerable to vandalism and that certificating authorities should be advised to take this into account where appropriate. The Group recommends accordingly.

Rec 59 E45. On ticketing, the Group agreed that this was not an effective means of crowd control unless clubs ensured that their arrangements for the issue and allocation of tickets were as efficient and effective as possible. The Group recommends that this latter point be strongly emphasised in the Green Guide.

Rec 60 E46. On alcohol, the Group recommends that the guidance on alcohol (GG: 18.4) should be reworded to make clear that an important objective was to reduce potential missiles and also that the police should be consulted over arrangements for the sale of alcohol at grounds. A reference to the Sporting Events (Control of Alcohol etc) Act 1985 was also needed.

Rec 61 E47. The Group were content with the material on police facilities given in the Green Guide (GG: 17.8) but considered that the Guide should advise adequate vehicular access for the unobtrusive removal of detainees and secure detention rooms at appropriate grounds. The Group recommends accordingly.

OTHER MANAGEMENT RESPONSIBILITIES

Rec 62 E48. The Group was strongly in favour of the creation of a new section in the Green Guide on management responsibilities and recommends that consideration should be given to this. The Group considered that it would be helpful if such a section could incorporate a form of checklist of necessary tasks organised under broad headings such as Pre-planning for Emergency Procedures, Training of Stewards and First-aid Facilities/Other Medical Provisions. A reference to the need for management structure to reflect such responsibilities, preferably including the designation of a named individual to take responsibility for the proper execution of such duties, was also highly desirable.

E49. On the question of the relative responsibilities of the police and stewards, the Group felt that the Guide ought to

Rec 63 make it plain that it was the club's responsibility to control and manage spectators in normal circumstances and that the police presence (if there was one) was to deal with the law and order problems and provide support and leadership in emergencies. The Group recommends accordingly. It was noted that there now existed considerable material on the training and deployment of stewards and staff likely be involved in emergency situations.

MEMBERSHIP OF THE WORKING GROUP ON THE GREEN GUIDE

Mr M Killoran QFSM Chairman

Formerly Chief Fire
Officer, Greater
Manchester
Metropolitan County
Council. Fire Adviser
to the Inquiry

Professor D V Canter PhD FBPsS FBIM

Department of Applied
Psychology, University
of Surrey

Mr D H Evans

Police Department,
Home Office

Mr P K Franklin MSc MCIOB AFS MREHIS

Scottish Development
Department (nominated
by Scottish Office)

Mr A Goodson OBE QPM

Chief Constable of
Leicestershire. Police
Advisor to the
Inquiry

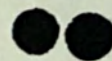
Professor E Happold 1 RDI FEng BSc FICE FIPStructE FIOB Hon FRIBA	Buro Happold Consulting Engineers
Dr C Jones 2 BSc MSc PhD FEng FICE	Structural Engineering Unit, West Yorkshire Metropolitan County Council (nominated by the Association of Metropolitan Authorities)
Mr D Mould 3	Fire and Emergency Planning Department, Home Office
Mr O Palmer AADip RIBA MIBCO	Building Regulations Division, Department of Environment
Mr S Platt	HM Inspectorate of Fire Services
Mr B Stickley CEng FIPStructE	Directorate of Works, Home Office
Dr W D Woolley 4 BSc PhD FIFireE CChem FRSC	Fire and Materials Division, Fire Research Station
Mr M Yates CEng MICE FIHT	Structural Engineering Department, Devon County Council (nominated by the Association of County Councils)

Mr M H S de Pulford Secretary

Home Office

The following accompanied or substituted for members as indicated by numerals above:-

1. Mr M G T Dickson BA MS CEng MStructE
2. Mr H Barber MSc CEng FStructE
Mr A Shaw BSc CEng MStructE
3. Mrs R E Davies
4. Mr A Heselden BSc MIFireE





Jeve

10 DOWNING STREET

From the Private Secretary

16 December 1985

Football Hooliganism

The Prime Minister has seen your Minister's letter of 9 December. She is content that the suggestion that the police should be given a power to impose conditions on those they release on bail and that the time limit for bringing a prosecution for threatening behaviour be extended beyond six months should not be pursued at present.

I am copying this letter to Richard Stoate (Lord Chancellor's Office), William Fittall (Home Office), Henry Steel (Law Officers' Department), Sue Vandervord (Department of the Environment) and Phil Dykins (Office of the Minister for Sport).

(MARK ADDISON)

Steve Pike, Esq.,
Home Office.

✓



CC B.G.
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

9th December 1985

Yes Mr Prime Minister (4)

Dear Prime Minister

FOOTBALL HOOLIGANISM

pt 4.
I said in my letter of 29th July (about the video film of the Huddersfield/Leeds match) that I would let you know the outcome of our consultations with the Association of Chief Police Officers about the suggestions that the police be given the power to impose conditions on those they release on bail and that the time limit for bringing a prosecution for threatening behaviour be extended beyond its current limit of six months. I am sorry that it has taken us so long to obtain an ACPO response. The ACPO found neither proposition attractive. As you know, the first suggestion was aimed at providing the police with the power to prevent individuals from attending football matches pending the outcome of their court cases. The ACPO believe that any such power would be impractical and difficult to enforce. They point in particular to the extreme difficulty in circulating other forces of the details of all persons bailed. They are therefore not in favour of this proposal. The second suggestion was made because it was felt on occasion the police may not be able to establish the identity of a suspect until more than six months after the date of the offence. ACPO have commented that they have encountered few practical problems in the past in bringing prosecutions within the 6 month period. They see no need to amend the law.

In view of this police response I do not think that these two points should be further pursued. As you will know, the Public Order Bill already gives ample evidence of the Government's determination to play our part in dealing with football hooliganism. It introduces the exclusion order scheme; makes it an offence to be in possession of fireworks and smoke bombs at football grounds; extends the alcohol controls to minibuses taking supporters to matches; and provides for important controls on assemblies which will enable the police to limit the number of those attending football matches if they reasonably apprehend serious public disorder. This is an important package of measures which, taken together with the Sporting Events (Control of Alcohol Etc) Act which we passed in the summer, will considerably strengthen the powers of the police and the courts to prevent and deal with public disorder.

I am copying this to Douglas, Quintin Hailsham, Kenneth Baker and Richard Tracey.

Yours sincerely
Giles Shaw
(GILES SHAW)

The Prime Minister

HOME AFFAIRS P.T.S

FOOTBALL HOOLIGANISM.



14

20

Subject: Home
Affairs: Review Of The
Law On Public
Order Pt 2.

CC Home Affairs
Football Hooliganism

MSA

6 December 1985

MR ADDISON

HOME SECRETARY'S MINUTES:

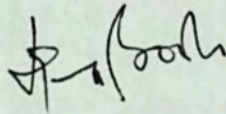
1. THE STRATEGIC VIEW OF CRIME (3 December)
2. EXCLUSION ORDERS (4 December)

1. The Strategic View of Crime takes a bold stand on our record, and correctly decides to "tell the story". There is one great danger in this approach which the paper only partly reflects. Paragraph 3 refers to "realism". Yes, we must be realistic and not claim too much. But the reality is that, on all indicators known to us, the public is deeply disturbed by crime, and needs some evidence that this Government is engaged not just on policing, imprisoning and statistic dispensing, but is also prepared to think about the deeper issues of crime. The Government has some answers here, too, and we must not leave this stage to the Archbishop's Committee.

In the Prime Minister's response, it would be most helpful if the Home Secretary was encouraged to think more widely than this minute suggests. We cannot allow the public to believe that crime is caused by unemployment or police brutality. We must show that the Government's message of hope on crime is not just statistic-based, but is optimistic because we are tackling central social issues such as personal responsibility and individual involvement in the property-owning democracy.

2. The paper on Exclusion Orders follows previous minutes from this office, except that it now omits reference to the hope that football clubs should do more to improve their own security. Instead, clubs are resisting even the 50% membership agreement.

This is not good enough, and the Prime Minister should point this out in a letter to the Home Secretary. At the very least, we must have 50% membership cards - hopefully to be extended; and also the clubs must improve the quality of their stewards. They still intend employing mostly pensioners. This is hopeless.



HARTLEY BOOTH

File

1083

PRIME MINISTER

FOOTBALL: EXCLUSION ORDERS AND MEMBERSHIP CARDS

You agreed that the Home Secretary should include in the Public Order Bill a power to introduce exclusion orders, and that he should give further consideration to the timing of their introduction. Our concern was that they should not be introduced before as much as possible had been squeezed out of the League on membership cards.

The Home Secretary, on reflection, considers it right to introduce exclusion orders regardless of the progress on membership cards. He is worried that the clubs are being reluctant to introduce cards; to link exclusion orders to them might be to throw away a useful legal weapon in the struggle against the hooligans. (This view depends on membership cards being only a helpful, but not a necessary, contribution to the effective enforcement of exclusion orders). Also, the Police do not like them. The Home Secretary says he will, however, keep up the pressure on clubs to introduce cards covering up to at least 50 per cent of the ground.

Exclusion orders themselves will no doubt be helpful. But an effective and comprehensive card system might be even better. Introducing exclusion orders willy nilly therefore carries some risk. But it is the Home Secretary's considered judgement that holding back on exclusion orders to use them as a bargaining lever is no longer worth the bargain they may be able to secure.

Agree that:

- (i) the Home Secretary should bring in exclusion orders regardless of the position on membership cards, and that he should take the line as set out in his minute; and that

(ii) you should say you remain convinced of the value of cards in their own right, and as a means of effectively enforcing exclusion orders. You believe that the Home Secretary and the Environment Secretary should maintain every pressure on the League and the clubs to prevent them sliding away from the commitment they gave.

Mark Addison

6 December 1985

JALAFM



10 DOWNING STREET

~~MEA~~

FOOTBALL SPECTATOR VIOLENCE

Hartley Booth will not
be commenting on
SS. Environment's paper
to the PM of 12.11.85.

Anaude
22.11



PRIME MINISTER

FOOTBALL SPECTATOR VIOLENCE

Further to my letter of 20 September on some football matters, I should bring you up to date on progress, in particular on CCTV. I / attach a progress report prepared by Dick Tracey based upon a meeting of one of his Working Groups and on other developments.

K.B.

mb

K B

12 November 1985

SCHB
Prime Minister⁽⁴⁾

A progress report, for
infameter. Broadly
cheerful. M&A 22/11

PROGRESS REPORT ON FOOTBALL SPECTATOR VIOLENCE

CCTV

In Divisions 1 and 2, 23 grounds out of 42 now have CCTV installed. Seven clubs have placed orders and are awaiting installation; a further 5 are in course of looking at various systems and receiving tenders; 4 clubs, all in London, claim that delays have been caused by the Metropolitan Police. The remaining clubs are in discussion with the Police. The progress is being monitored for us by the Football Association who anticipate that all Division 1 and 2 grounds will have equipment by Christmas.

There are no problems with the delivery of equipment. But it is taking time for clubs and the police to agree on the right system and layout. The Football Trust requires competitive tendering, so 3 estimates have to be obtained and sometimes these produce alternative proposals.

The police and the clubs are being encouraged to make quicker progress. In particular, the Home Office are discussing the delays with the Metropolitan Police.

FINANCE FOR SAFETY IMPROVEMENTS

As Mr Tracey reported to the House in his Adjournment Debate on Finance and Football last week, his Working Group has reached the provisional conclusion that the safety improvements required at League grounds can be achieved within 5 years, by the Football Grounds Improvement Trust and the clubs, without Government help.

All grounds are now designated under the Safety of Sports Grounds Act and are covered either by a safety certificate or by a temporary agreement with the local authority. Mr Tracey's Working Group will meet again in January, to consider the implications of the final Popplewell Report. A further case is likely to be made for Government help, perhaps in exchange for community use of football grounds; but Mr Tracey has asked the football authorities to look at ways in which they can raise extra funds to help the clubs.

MEMBERSHIP CARDS

The League issued guidelines to all clubs at the beginning of October. These guidelines were less than comprehensive but they included a copy of the report produced by the Football League Working Party. The League President, Mr Dunnett, was confident that clubs would bring forward effective schemes quickly; but early indications are that the response has been mixed. Some of the big clubs have said that they will not introduce a scheme.

A number of clubs have not yet replied to the League; a report is promised soon.

EUROPEAN MATCHES AND WORLD CUP

UEFA has accepted the FA's application for England to play in the next European championships, which start at the end of 1986 and culminate with finals in West Germany in 1988. UEFA has stipulated that the FA should reach agreement with the Government on particular measures all broadly within the scope of the European Convention. The FA accepts that these are matters of joint responsibility; talks will be held in the near future. The Foreign Office is to convene a meeting soon to discuss specific action for the Mexico World Cup next summer.



and World Cup



10 DOWNING STREET

From the Private Secretary

30 September 1985

Dear Sue,

The Prime Minister has seen your Secretary of State's minute of 20 September with which he enclosed a note reporting on the latest meeting of the Working Group on football hooliganism. She agrees with Mr. Baker that the Football League's proposal for a membership scheme should be welcomed as a first step on the road to wider coverage. She awaits with interest the proposals of the Home Office on the introduction of exclusion orders on the basis of a partial membership scheme although she remains somewhat sceptical as to their efficacy without one hundred per cent membership. On closed circuit television equipment the Prime Minister shares Mr. Tracey's concern; she notes that Mr. Baker and Mr. Tracey are pursuing this; and will be grateful to be kept informed.

I am copying this to Peter Ricketts (FCO), Andrew Lansley (Office of the Chancellor of the Duchy of Lancaster), Hugh Taylor (Home Office), John Graham (Scottish Office), Colin Williams (Welsh Office), Jim Daniell (Northern Ireland Office), Richard Broadbent (Chief Secretary's Office), and Michael Stark (Cabinet Office).

*Yours**Tu FR*

(Timothy Flesher)

Miss Sue Vandervord,
Department of the Environment.

SRW

PRIME MINISTER

FOOTBALL

Mr. Baker's note attached (Flag A) gives you a progress report, mainly on membership cards. Comments from Hartley Booth are at Flag B.

The key point is that the League has now bought the idea of membership cards, which is a significant step forward. But they have done so only on the basis that 50 per cent of each ground should be covered.

Meanwhile the Home Office are considering their position on exclusion orders. I understand the Home Secretary has in mind to include an enabling provision in the Public Order Bill which would give the courts power in principle to impose exclusion orders on convicted hooligans. The power would be triggered by order, when the Home Secretary thought the time right. H will be considering all this shortly.

It can be argued forcefully that if cards are the key to enforcing exclusion orders, anything short of 100 per cent coverage is likely to be ineffective. And if and when exclusion orders are introduced under a 50 per cent system, it will become immediately obvious that Leon Brittan's proposal to link orders and cards, which he put to the authorities at your last meeting with them, was merely a tactical device. We shall have abandoned one of the few effective levers the Government had, and could realistically expect no further progress on cards.

On the other hand, the Home Secretary's proposal has some attractions. It provides for the introduction of exclusion orders, which Douglas Hurd believes will be a useful weapon against hooliganism, without waiting, perhaps hopelessly, for a 100 per cent card system. It would also signal that the Government is prepared to keep its side of the bargain with the authorities (by introducing enabling legislation) whilst

holding off introducing exclusion orders until the 50 per cent system has had a chance to prove itself. And it can be claimed that the Government has, in practice, won the argument about membership cards, with the authorities having been dislodged from their earlier intransigent position.

The Home Secretary's proposals suggest that he takes a rather different line to Mr. Brittan, who clearly had in mind that membership cards, on a comprehensive basis, were necessary if exclusion orders were not to be discredited. Mr. Hurd does not take that view. If he is right, and the police and the clubs can make the orders work, it could be argued that the fundamental objective of membership cards (ie. controlling access) is being met in any case.

The authorities have certainly taken a considerable step. But they have not gone far enough. We need to give them some encouragement in response, but keep up the pressure on them none the less. On balance, the Home Secretary's proposal seems likely to allow us to do so - by making a gesture in their direction, but leaving action until the League puts its money where its mouth is.

If you are broadly content with the proposal the Home Office is hatching, there is no need to intervene at this stage, and we can await the results of H. You will however wish to indicate to Mr. Baker that you are content for DOE to welcome the League's proposal as a first step.

The other point in Mr. Baker's minute, about equipment delays holding up CCTV installation, is worrying, particularly given your earlier concern, forcefully expressed, that this must not be allowed to happen. We were told that no such difficulties were causing hold ups before the season started, and this therefore seems to be a new development. Since DOE sent their minute, they have in fact informed me that delays in equipment are not holding installation up. You will wish to be kept posted.

Content therefore that I should respond to DOE saying:

- (i) You agree the Football League membership card scheme should be welcomed as a first step on the road to wider coverage.
- (ii) You await with interest the Home Office conclusion on the practicalities of introducing exclusion orders on the basis of a partial scheme.
- (iii) Register your concern about the delays on CCTV, note that Mr. Baker and Mr. Tracey are pursuing this, and ask that they keep you informed.

Mark Addison

MARK ADDISON

27 September 1985

Yes - although?
Find it difficult to
believe that exclusion
orders will work on
a 50% membership
basis
not

EL3APB

B

PRIME MINISTER

24 September 1985

FOOTBALL SPECTATOR VIOLENCE

We agree with Kenneth Baker that a membership scheme for half of each of the grounds in Divisions 1 and 2 is a welcome first step. We are somewhat cynical about the scheme, not least because it is stated to be: "to allow easy access to casual supporters", while at the same time requiring these casual fans to watch football from the half of the pitch which will be the hooligans' den.

Although exclusion orders (referred to in the third paragraph of the report) will be less workable without one hundred per cent membership card coverage, we recommend that you encourage the Home Office to finalise their plans to bring forward an exclusion order proposal. The power for court to order convicted hooligans not to enter football grounds is a useful German law which, with new close circuit television, will be helpful here.

Hartley Booth

HARTLEY BOOTH



HB
commits? ce HB
coming 24/9 A

PRIME MINISTER

FOOTBALL SPECTATOR VIOLENCE

I enclose a note reporting on the latest meeting of Dick Tracey's Working Group on football hooliganism, and in particular on the issue of membership cards.

As you will see, the Football League have proposed a membership scheme which, whilst it does not go as far as we would like, represents real progress, particularly as far as control of tickets for away games is concerned. I hope you will agree that we should accept this proposal as a useful first step, press for its early implementation, and continue to press the football authorities and the clubs to extend its coverage.

The football authorities have also suggested that there may be a problem on the delivery of close circuit television equipment, but Dick Tracey and I are doing all we can to resolve that urgently.

I am sending copies of this minute and the note to Geoffrey Howe, Norman Tebbit, Douglas Hurd, George Younger, Nick Edwards, Tom King, John MacGregor and to Sir Robert Armstrong.

K B

K B

20 September 1985

FOOTBALL SPECTATOR VIOLENCE

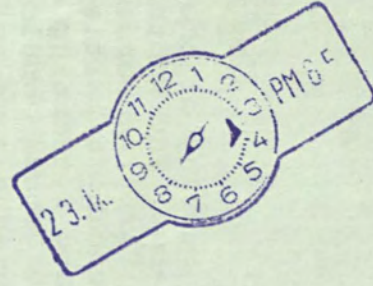
The main item on the agenda of last week's meeting of the Football Hooliganism Working Group was membership cards. The Football League (FL) presented the report of their Working Party, endorsed unanimously by the League Management Committee, recommending a partial scheme. The scheme would involve clubs in Divisions 1 and 2 adopting a membership scheme that would cover at least 50% of the ground, would be compatible between clubs, and would be used as a means of controlling ticket distribution for troublesome matches. The Football Association (FA) would take account of the steps clubs had taken to introduce and police the scheme in their disciplinary procedures.

In discussion the FL repeated the familiar arguments against a comprehensive scheme. They saw this proposal as a compromise and a first step which could be introduced quickly. They said that the proportion of grounds covered would be expanded speedily if trouble occurred in non-members' sections. Jack Dunnett saw particular value in the link with ticket sales. All potentially troublesome matches were being made all-ticket and, where home clubs decided to allocate tickets to away supporters, these would be for members only. The League were fully supported by the FA, who stated that membership cards would become an important consideration for disciplinary commissions when assessing whether clubs had used "all due diligence", as FA rules require, in measures to prevent trouble.

Mr Tracey and officials probed the issues thoroughly during the meeting. In the end the Minister cautiously welcomed the proposal as he was satisfied that this 50% scheme was genuinely perceived as an important first step. The disadvantages in terms of control, and in particular of the Government's proposed exclusion orders, were made clear to the football authorities. The Home Office representative stressed that the Home Secretary would have to consider urgently whether partial coverage of grounds was sufficient to provide the backup considered necessary if powers were to be given to the Courts to impose exclusion orders on convicted hooligans.

While the FL have clearly not gone as far as the Government might have hoped - particularly after the agreement in principle - there are advantages in the scheme that they propose, particularly in the control of tickets for away games. Overall, the proposal represents substantial progress from earlier discussions with the FL and it is doubtful that more can be got from the football authorities at this stage. Their claim that clubs could be persuaded to adopt this proposal, but not a more comprehensive one, seems likely to be true.

The Working Group also discussed briefly progress on the installation of close circuit television. A possible new delivery problem was mentioned. Mr Tracey expressed concern about this and asked for details, stressing that the Government ~~should~~ really to give any non-financial help it could. The Football Authorities promised an urgent report.



Football File -

.Chr. file

MR ADDISON

6 September 1985

cc Miss Wall

Mr Ingham

I attach a draft letter, for the Prime Minister to sign, to Peter Stewart, Editor of "Shoot". I believe the reply to Christine is as follows.

1. There is no harm in writing a short letter to Mr Stewart.
2. There is a small banana skin for the Prime Minister if she does not write.
3. There is a considerable body of opinion who wrongly believe that the Prime Minister is now becoming too grand. If she refuses to reply to the Editor of "Shoot", then she provides further ammunition for those who would foster these opinions.

I have spoken to Christine about these points. I believe she may accept them, though they should be put to her. If she has anything in mind to give the Prime Minister wider coverage on this, that would be most helpful. Christine very fairly said she did not know the readership of "Shoot". It is, as they claim, the biggest selling soccer weekly in Britain. Although it is colour tabloid, it falls short of being a comic.

My/20/85

DRAFT LETTER FROM PRIME MINISTER TO PETER STEWART, EDITOR OF
"SHOOT"

Thank you for your letter. You publish the case of Terry, who is proud of the fact that he sprays people with ammonia so they do not see his knife as he attacks them. This speaks for itself. You rightly condemn this but you wrongly assert that the only Government response is to call for more imprisonment. We do ask as you do what causes this violence. I share with readers of "Shoot" an admiration for the sport of football, am delighted to be President of Grantham Football Club and regularly meet sportsmen.

Some of the many positive ideas that the game of football itself has generated, backed up by the Government, include provision of some gymnasiums and sporting facilities for club members at some grounds. The new legislation designed to stop drunkenness at grounds, which was supported by the FA, will hopefully stop Terry terrorising the average football supporter.

You print an invitation from Don Mackay, which calls for me to explain this new law. I gladly do so. As a football fan myself I believe the new legislation is more likely to save football because more people will feel safe enough to come to football again. You all know how gates are falling. The game is being killed by a hooligan minority. It is because the vast majority wish to be safe when they go to

football that we are forced to bring in restrictive measures, which Mr Mackay knows have brought about huge increases in attendance at football matches in Scotland since 1980, when alcohol laws were brought into force. Those of your readers who are frightened by the hooligans and don't go to football because they are frightened, tell them "our laws are meant for you, but you must also ask your local club what it is doing to help make life safer for you".

From Richard Faulkner

Walkden House
10 Melton Street
London NW1 2EJ
Telephone: 01-388 7738

Private and Confidential

Bernard Ingham Esq
10 Downing Street
London SW1

4 September 1985

Dear Bernard.

As we discussed, I am sending you in strict confidence, the draft of the paper which I have written for Friday's meeting of the Football League working party on membership cards.

Could we please have a word about this on Friday morning?

Yours

Richard Faulkner

Richard Faulkner

- good tone
- clear acceptance of football's responsibility for tackling the problem
- problem of excluding supporters, having a comprehensive system, and living up with exclusion regime, not restricted.
- usual supporter helped.

REPORT OF THE FOOTBALL LEAGUE
WORKING PARTY ON MEMBERSHIP CARDS

Introduction

1. The first request for the football authorities to consider a national membership scheme was made by the Prime Minister at a meeting in Downing Street on 1st April 1985, called following serious incidents of crowd violence during cup matches at Chelsea and Luton. The suggestion had also been put forward in the Official Working Group report on Football Spectator Violence in August 1984.
2. The Football Association, after consultation with the Football League, responded to the Prime Minister's request by submitting a report which concluded that "a nationwide identity card scheme would do little to solve the underlying problems manifested through football hooliganism, and that its introduction could well have a seriously adverse effect on Association Football as a spectator sport."
3. The final weeks of the 1984/85 season then, however, produced two further appalling incidents of spectator violence - at Birmingham City on 11th May, and in the Heysel Stadium in Brussels on 29th May 1985. A further meeting with the Prime Minister took place on 12th June, and it became clear that the Government was determined to see far more effective means introduced of controlling spectator access to football grounds.
4. The Football League Working Party, under Mr. Kelly's chairmanship, was established as a direct response to the Government's request.

5. Supporters of a national membership or identity card system (the two terms are virtually synonymous, although we understand there is some political sensitivity to the concept of "I.D." cards) received a powerful boost following publication of Mr. Justice Popplewell's interim report on 24th July 1985. Paragraphs 6.22 and 6.50 from his report are reproduced in Appendix A. The Working Party was bound to pay particular attention to his recommendation that "urgent consideration be given by football clubs in England and Wales to introduce a membership system so as to exclude visiting fans."
6. On 30th July 1985 the football authorities again met the Prime Minister and senior ministers. It was agreed that the following steps would be taken in concert:
 - a) The Football League agreed to consider a membership card scheme and recommend it to clubs, concentrating in the first instance on the first and second divisions.
 - b) The Football Association agreed to consider enforcing a membership card scheme through the use of their disciplinary powers.
 - c) The Government would introduce in the proposed Public Order Bill a provision for exclusion orders on football offenders, provided that this would be enforced through the membership scheme.
7. At the meeting the Government offered the assistance of the Central Computer and Telecommunications Agency to the League's Working Party.

After a preliminary meeting with the Chairman, the C.C.T.A. compiled a confidential feasibility report which was presented to the fourth meeting of the Working Party on 22nd August 1985.

The Scale of the Problem

8. English professional football is fighting for its life. The damage inflicted upon the game by the violent activities of a relatively small number of individuals who attach themselves to football, and take advantage of the opportunities it presents for criminal activity, is incalculable. Declining gates, loss of sponsorship income, reductions in advertising revenue are all due, to a greater or lesser extent, to the perception that football and violence are inexorably linked. This has been underlined by the recent opinion poll conducted by Market and Opinion Research International and published by the Sunday Times on the 18th August 1985.
9. The behaviour of English fans abroad - those attached to club sides playing in European competitions, and to the England national team - besmirches the reputation of our country in the eyes of foreigners, and also contributes substantially to the poor image of the game at home. The lifting of the U.E.F.A. ban on English clubs competing in European competitions depends on the action taken by the football authorities in the 1985/86 season and the results achieved.
10. The Working Party wholeheartedly support the efforts being made by all political parties to take legislative steps to help tackle the problem, and are conscious that, whilst there is undoubtedly an underlying social malaise in Britain which could well manifest itself in other sports and social activities if we were successful in ridding football of spectator violence, the football authorities are expected to do their utmost over the coming months to put their own house in order.

11. We recognise that we are no longer able to put forward the argument (if we ever were) that football spectator violence is a matter for the law enforcement agencies, not for the game. Neither can we fall back on statistics which demonstrate that crowd disorder takes place at only a tiny minority of the 2,500 competitive fixtures involving Football League clubs (only eight Football Association Commissions in the 1984/85 season). It requires crowd violence at only one Luton Town versus Millwall or Chelsea versus Sheffield Wednesday cup tie, or one Birmingham City versus Leeds United League fixture to destroy the results of all patient work undertaken by the game through the year, and at the end of last season football had all these to contend with, plus the slaughter in the Heysel Stadium and (unconnected with hooliganism) the Bradford City fire tragedy.

Objectives for a Membership Card Scheme

12. The Working Party was asked to consider how the membership card scheme could contribute towards tackling the problem. One objective would clearly be to use cards to exclude those individuals whom football clubs did not wish to admit to their grounds, e.g. those who had been convicted of causing violence at, or on the way to or from matches, those who offended against club rules, such as taking part in racist or obscene chanting (both utterly offensive behaviour, rightly condemned by Mr. Justice Popplewell) and those who infringed the new alcohol legislation.

13. A further, perhaps equally important, objective of membership cards would be to encourage the creation of a more friendly and amenable environment at football grounds including, for example, the establishment of family areas, accommodation set aside for children and young people, possibly special sections for minority groups such as the disabled, as well as areas for other accredited home supporters.

A National Membership Scheme

14. Many football clubs have in recent years carefully considered how to attract desirable groups of spectators, such as families and children, to attend their matches. (It is a misconception to speak of "getting the families back" - a football ground was traditionally a male enclave where the only family group attending were father and son.)
15. To this end, accommodation has been set aside for these groups, and often admission to them is controlled by the use of membership cards. (The Working Party invited clubs to submit details of the schemes they had in operation, and the results are reported in Appendix B.)
16. In addition, numerous clubs have established supporters' membership schemes, open to individuals of good character who are not eligible for membership of family or children's schemes, and for season ticket holders.
17. Safety of Sports Grounds Act regulations lay down strict guidelines for segregation of rival supporters, and these structures greatly facilitate the creation of reserved areas for members of particular schemes. At many clubs, facilities have been specially improved to cater for these groups - particularly refreshment bars, lavatories, additional seating and so on.
18. A particular benefit of schemes of this sort is that the club and its supporters can be confident that in those areas of the ground where admission is controlled by membership, the likelihood of disorder is minimal. If offences do occur, membership is withdrawn and the individual banned from the ground. The task of clubs and the police in achieving this would

be greatly enhanced if a legal system of exclusion orders were in force. Additionally, such orders provide security for the customers concerned in helping to keep existing support and attract new business.

19. The question of away travel is one which exercised the Working Party. We were mindful of Mr. Justice Popplewell's view that the extent of violence caused through clashes between rival groups of supporters was such that the time had now arrived for away fans to be excluded altogether. We received details of some outline proposals by clubs to bring this about in their own grounds through restricting admission to home supporters only, but we noted that none has in fact taken this step for the season which has just commenced.
20. We also took account of the view that a ban on away travel would be hard to implement, unless it were backed by a new Act of Parliament and enforced by a level of police activity such as occurred in the attempt to prohibit the movement of pickets during the mining dispute.
21. Given that football is 'on probation' for this season, we believe that every attempt should be made to introduce arrangements which will obviate the need for banning away supporters from attending matches.
22. It is thus necessary to consider how a membership system could help solve the away travel problem. The answer clearly lies in building on the success of the individual club schemes, and extending the privileges which membership confers at home matches to away games. To achieve this will require a high degree of compatibility between one club's scheme and another's.

23. The first step, therefore, will be for all clubs to have a membership scheme, the basic principles of which will be common to all. In our view these should cover:-

- a) The categories of membership (e.g. season ticket holders, families, young people and/or children, accredited supporters, etc.).
- b) The specification of the membership card.
- c) A photograph on the card and a duplicate held by the club (except for season ticket holders for whom this may not be necessary).
- d) The length of time for which a card is valid. We recommend that they should be renewed each season.
- e) The information about the applicant to be supplied on the form requesting membership (e.g. full name, address, date of birth, place of occupation or education).
- f) Agreement with the clubs on the proportion of the ground capacity to be covered by membership arrangements. We recommend that this should normally be not less than 50%. In view of the fact that some clubs are contemplating the introduction of electronic readers at turnstiles, it will be important to see that the electronic data on cards (presumably in the form of a magnetic strip) also conforms to a common standard.

24. To ensure that these criteria are complied with, we recommend that the Football League issue guidelines to all clubs to be included in the arrangements, thus establishing the concept of a 'Football League approved membership scheme'. Clubs should be encouraged to provide reserved and safe accommodation at their ground for away supporters who are members of approved schemes.
25. Whilst we do not recommend that every match should be 'members only', for reasons we explain below, we believe it would be possible through the use of reciprocal membership arrangements to reduce the likelihood of crowd disorder at difficult games by insisting that not only are these 'all ticket' but also that tickets are to be sold to members only. We envisage that in due course, as membership schemes gain increasing acceptance, more and more areas in football grounds become reserved enclosures, to which only 'home' members, or 'away' members are admitted.
26. We do not see a need at present for the membership records for all schemes to be stored in a central computer. It will, however, be necessary for clubs diligently to circulate 'blacklists' with photographs of persons expelled from membership and banned from grounds. This information should be made available to the police as well as to other clubs. It may well be considered appropriate for turnstile operators and stewards to be rewarded moderately for spotting banned persons attempting to enter grounds. (If such individuals are the subject of legal exclusion orders, they would, of course, be committing a criminal offence if they tried to gain admission).

27. It may be possible eventually for every ground to be equipped with sophisticated electronic equipment to scan cards as they are presented. We hope, however, that it will never be necessary to refuse admission to persons of good character, who for whatever reason, are not members of the home or away team's scheme (the so-called 'casual' supporter, who perhaps only attends a handful of games in a season, or likes to visit a number of clubs, or who has conscientious objection to being in a membership scheme).
28. The implications for football of such a draconian step go far beyond the financial loss which clubs would undoubtedly suffer. ~~as~~ Throughout this report we have taken the view that no proposed measure should be rejected on grounds of cost; ridding the game of spectator violence will bring football and the country a reward which far exceeds the foreseeable burden which any of the ideas for membership schemes may impose.
29. Having taken the view that 'casual' supporters should not be excluded from all matches (but recognising that an increasing number of difficult games will become 'members only' and 'all ticket') the Working Party had to consider how they should be catered for.
30. It is plainly unacceptable to create, in effect, a 'hooligans enclosure', where all the 'ne'er-do-wells', and those expelled from membership schemes foregather. Indeed, there must not be 'no-go' areas at football grounds - places where ordinary decent people are frightened to watch from - as the whole purpose of what we are seeking to achieve is to improve the total environment at matches.

31. We recognise that this is a difficult problem, but the solution may lie in the enhanced ability of the police to recognise and apprehend or exclude known trouble-makers, especially through the widespread use of closed circuit television and video recordings. Legally enforced exclusion orders would clearly have an important part to play as well.

The C.C.T.A. Report

32. The Working Party much appreciate the help it received from Mr. Skinner and the Central Computer and Telecommunications Agency. The C.C.T.A. Report (reproduced as Appendix C) provided invaluable information on how a national computer-linked scheme could work.
33. Whilst some members of the Working Party were sceptical as to the feasibility of certain of the findings, (for example, the ability of a turnstile operator to turn away a group of individuals holding invalid cards five minutes before the start of a match, and with a large queue behind them), we were satisfied that the technology exists to permit the introduction of an all-embracing national scheme. Whilst there are obvious - and very substantial - cost implications for individual clubs (up to £100,000 each) and for the football authorities (in financing the national computer data base and the necessary on-line capability), we do not reject the C.C.T.A. proposals on the basis there is no money in the game to finance it - if it would solve the problem of spectator violence it would be the best investment possible for football.
34. Our deliberations were much influenced by the views of the Sub-Committee on Hooliganism at Sporting Events of the Association of Chief Police Officers, some of which were contained in a letter to the Chairman of the Working Party on 16th August 1985 (reproduced as Appendix D). In particular, the inability of the police "to pass information held confidentially by them about suspects or offenders, or to verify identification or determine the suitability of applicants" seemed to us an important issue.

35. As the benefits of a complicated and comprehensive scheme along the lines of that proposed by the C.C.T.A. did not appear to be overwhelmingly greater than the national scheme based on individual membership at clubs - bearing in mind the many potential objections to it and the enormous cost - we do not feel able to recommend it at this stage.

Conclusions

36. The Working Party concludes that it is possible to establish a national membership card scheme for Football League clubs which does not require extremely expensive computer-based electronic equipment at each ground, or which totally excludes away supporters or decent football fans who are not members of schemes from the great majority of matches which are expected to be trouble free.
37. We recommend that the Football League urgently draws up guidelines for 'inclusive' membership schemes (following the advice given in paragraph 23 of this report) with a view to ensuring their compatibility with one another and at the same time providing guidance, with the help of the C.C.T.A., to clubs wishing to instal electronic equipment to check cards.
38. We recommend that clubs devote further efforts in establishing areas of their grounds for the use of their members, and for visitors who belong to compatible schemes with normally at least 50 per cent of the ground's capacity reserved for this purpose.
39. We recommend that the Football Association enforces membership schemes on clubs through the use of its disciplinary powers.
40. We recommend that the Government includes in its proposed Public Order Bill a provision for exclusion orders on football offenders, to back up membership schemes, and for clubs and police to redouble their efforts to prevent undesirable non-members from entering their grounds, including the circulation of blacklists of banned persons.

41. The Working Party believe that if these recommendations are followed the system introduced will comply with the agreement reached between the Government, the Football Association and the Football League at the Downing Street meeting on 30th July. The national membership card scheme should impose little financial burden on clubs, and indeed provide some commercial opportunities for them as a result of their obtaining more information about their customers.

The successful operation of the scheme will, in addition, provide a measure of security and reassurance for the decent supporters who continue to be the backbone of English professional football, as well as a demonstration to U.E.F.A. and F.I.F.A. that English football is determined to put its house in order.

cc Mr Ingham
Mr Addison ✓

MR BOOTH

Wait HB advice.

SHOOT!

I have seen Mr Addison's note to you concerning an approach from Shoot! magazine. I have been unable to get hold of you by telephone and am just off to Scotland.

My initial reaction is that the PM should not do it. Can I leave you with these thoughts?

1. As I recall it, "Shoot!" is a comic rather than a magazine, aimed at 11-16 year olds. Whilst we may therefore be reaching hooligans and potential hooligans of that age, it may be too down-market a publication for the Prime Minister to make a personal contribution.
2. If she has something to say on this important topic, we can get a far wider and more influential media audience than "Shoot!". The media continue to be hungry for anything she says on this issue but this is an inappropriate platform.
3. I don't think 11-16 year olds always respond positively to figures of authority and getting the message across may be counter-productive if they don't like the Prime Minister anyway.
4. However, I agree the Government's case should not go by default and suggest this may be a good opportunity for the new Sports Minister to make his name!
5. I should add that Mr Macfarlane sent a message to "Shoot!" some time ago.
(attached).

Christine

CHRISTINE WALL
PRESS OFFICE

4 September 1985

Message to SHOOT Magazine by Neil Macfarlane, Minister for Sport

This is our last chance - we must not miss it!

This is going to be the make-or-break season for English football. Next season must see the return to sanity of our national game, and everyone associated with football must do their utmost to help stamp out football violence.

The Government has agreed a far reaching package of measures with the football authorities to combat hooliganism; the tragedies of Birmingham and Brussels and the terrible scenes we saw at other grounds last season must never happen again.

I believe the time has come for the true supporters of football to say 'enough!' We must all stand up and be counted in the drive to make sure that football can once again be enjoyed in peace, comfort and security.

Jim HBS

**FEASIBILITY STUDY:
USE OF CLUB MEMBERSHIP CARDS
TO HELP COMBAT FOOTBALL HOOLIGANISM**

**H M Treasury
(Central Computer and Telecommunications Agency)**

August 1985

FEASIBILITY STUDY INTO THE USE OF CLUB MEMBERSHIP
CARDS TO HELP COMBAT FOOTBALL HOOLIGANISM

P J SKINNER
CCTA SYSTEMS GROUP
AUGUST 1985

PS1AAA

CONTENT

1. Introduction
 2. Management Summary
 3. Membership Cards
 4. System Considerations
 5. Procedures at the turnstiles
 6. Dealing with Casual Supporters
 7. Processing Requirements
 8. Cost Summary
-
- Annex 1; Issue of Membership Cards and Safeguards
- Annex 2; Personal Identification Code
- Annex 3; Reading Football Club
- Annex 4; Base Sizing Assumptions
- Annex 5; Installation and Cost of Card Readers
- Annex 6; Sizing the Centralized System
- Annex 7; Central Database
- Annex 8; Updating the Club File
- Annex 9; Sizing the Local Processor System
- Annex 10; Costs

FEASIBILITY STUDY INTO THE USE OF CLUB
MEMBERSHIP CARDS TO HELP COMBAT FOOTBALL HOOLIGANISM

1. Introduction

In response to a request from DOE Sports and Recreation Division, the Central Computer and Telecommunications Agency (CCTA) has produced this feasibility study into a national membership card scheme for football supporters. The aim of the scheme is to assist in the drive against hooliganism by enabling the entry into the grounds of First and Second Division clubs to be controlled; with the ability to extend the scheme to other clubs as required.

The objectives of the feasibility study are to determine viable options and to indicate cost effective solutions worthy of further consideration by the Football League Working Party on Identification Cards. It is not the intention of the study to design a tailored system for each of the 44 clubs in the first two Divisions. That is a task to be undertaken later, once the football authorities have decided on the facilities they wish implemented. The study is concerned with general concepts, illustrated by the design of a system for an averaged size club.

It is widely acknowledged that a membership card scheme, with or without computer assistance, can only be part of the overall strategy in the campaign to contain hooliganism. It is unlikely to be necessary or appropriate to incur the cost of a highly sophisticated system. The main thrust has therefore been towards the use of modern technology to provide a simple to operate, robust and inexpensive solution.

2. Management Summary

The decision on any form of membership card scheme is the prerogative of the football authorities. There are many feasible options. The study suggests that the following provides a low cost national scheme which can be progressively developed and, except for two strategic decisions (underlined), retains autonomy by the individual clubs.

Early introduction of membership cards for manual checking at turnstiles. The cards to be "credit card" type produced to the existing international Standard.

Each club could choose its own card supplier and the visual information to be carried on the card including whether to incorporate the holder's photograph. Cards would be posted direct from the supplier to vetted applicants. The cost per card including administration is under £1, or about double with photograph.

The central football authorities will need to specify a single format for the personal identification code embedded in the cards' machine-readable magnetic stripe (This is necessary so that every card can be read automatically at all clubs which eventually install computer assisted entry control).

The central football authorities will need to contract a commercial bureau to maintain a national file of all card holders and a separate "referral file" of known hooligans and lost or stolen cards. Participating clubs to provide the bureau with regular updates to the two files. The bureau to forward to the clubs the collected changes to the referral file shortly before each match.

Each club to decide whether to upgrade their manual system to computer controlled card readers, at all or selected turnstiles, to give more accurate and secure entry control. The membership card is automatically read at the turnstile and a search is made for the identification code within the referral file. The turnstile operator is signalled to permit entry as soon as the card is successfully read. A separate coded signal is also given just inside the ground. This signal indicates whether the identification code has been found in the referral file and, if it has, the classification of the referral eg lost card, serious hooligan. The supporter enters through the turnstile unaware of the signal generated. Awaiting stewards can, dependent on the signal and their discretion, allow the person to proceed, call them over for interview or immediately expel them. In addition, all cards read at the turnstiles will be logged, for analysis after the match if trouble occurs.

The total capital and running costs of a computer based system supporting the above facilities, amortised over 5 years, could be financed by charging an annual fee of £4 for each membership card or alternatively, if 5 year membership cards were issued free, by increasing the entrance fee by about 10p per ticket per match. Taking into account the benefits of automatic entrance statistics, commercial promotions and the use of the computer (outside of match times), the scheme could be self financing.

3. The Membership Card

To provide for the early implementation of a scheme, to educate football supporters to carry a membership card and to obtain the benefits of manageable progressive development, a two stage approach may be appropriate. The first stage would be a manual system and this might provide sufficient entrance control for some clubs. The second stage would enhance the first, introduce a national database and provide, by computer assistance, more accurate and secure control through the turnstiles.

Annex 1 describes possible procedures and safeguards covering the issue of membership cards.

The card options for the first stage are:-

a) Cardboard membership cards with minimal personal details, issued annually and withdrawn on behaviour violation.

The costs would be negligible and clubs could probably administer the scheme within existing staff and budgets. The disadvantages are that the scheme would be open to abuse by photocopying or passing back cards for use by others and there are almost no commercial advantages to the club.

b) Cardboard membership cards with a passport type photograph of the holder.

Applicants would provide two photographs, one for the card and the second to be held by the club to help identify hooligans revealed by the CCTV. The costs would still be low but considerably more resources are required to relate each photograph to a specific card and to record the details. This scheme would reduce card abuse but the photographic recognition skills might not come readily to some turnstile operators; training may be necessary.

c) Membership passbook, stamped on entry to matches with variable stamps and colours.

Expensive to issue, will slow down passage through turnstiles but it would provide a record of attendance and be difficult to abuse. Records provide some commercial advantages to clubs, eg distribution of supporters by age, sex, address, matches attended, home

or away etc leading to improved marketing intelligence and commercial exploitation by mail shots and promotions. However, since the base information will have to be lifted from the passbook by hand it will be expensive to collect.

d) Machine-readable cards

Machine-readable cards are essential for those clubs which intend to introduce a computer based scheme. The same card can also be used in a manual checking scheme. Manual checking is possible because these cards carry visual information. This might be; name and initials, affiliation, signature and expiry date. The card could also contain a photograph although this would add to the cost.

The second stage requires the introduction of computer assistance and, if not already issued, of machine-readable cards. The major advantage of computer assistance is that personal identification codes can be rapidly checked against a computer held file. A card reader at each turnstile enables comparison against a list of all valid membership cards (positive vetting) or a comparison against the much shorter list of referral cards (negative vetting). The main types of machine-readable card are:-

e) Cardboard with bar code.

These are the cheapest machine readable cards available at about 25p each but they are not likely to be sufficiently durable for reliable use by football supporters (cardboard chewed in the excitement of a game will not last long).

f) Plastic with magnetic stripe.

The familiar "credit card". These cost about 50p each and there are national and international Standards governing their design and manufacture. The magnetic stripe can contain up to 79 characters although a football system may only require 16 characters (see Annex 2 for suggested format of the embedded personal identification code). These cards have a life of 1000 reads. Taking into account the environment it would be safe to assume 500 reads, which is in excess of 5 years of regular football attendance.

g) Plastic with magnetic stripe plus photograph or hologram.

The recognition difficulties of using photographs by turnstile staff have already been mentioned. Traditional production methods of bonding an individual photograph to a named card raises the cost of each card to between £2-£4, the cost being dependent on the quality of bonding required. New automated laser monochrome printing processes are becoming available which should reduce the cost to about £1.50 each.

These cards would offer benefits to the police for matching against CCTV pictures and at "referral points" where supporters who failed the computer entry checks are interviewed. The extra facility of the photograph may only be justified for troublesome clubs but it will make it more difficult for hooligans to obtain multiple cards or to casually borrow others.

h) Proximity cards.

These emit electro-magnetic signals and are sometimes in the form of lapel badges. Facilities of this nature could be exploited in specific cases, supporters having first to pass through a monitored security zone before moving through to the normal payment turnstiles. Only specially approved supporters would be issued with these cards. This is an advanced form of security and unlikely to be justified in the football environment except under the most exceptional circumstances. The cost is about £7 each.

i) Smart cards.

These cards contain programmable chips and are typically used for medical records of the holder. The encoded data can be updated and in the football environment might be used to carry the personal identification code, height, weight, colour, distinguishing markings etc of the holder. These could be displayed on a monitor as a check that the correct person was carrying the card. To use these facilities would require a very sophisticated and expensive system. Each card would cost around £30.

The cheapest durable machine-readable card is the "credit card" (with optional photograph). Established Standards would allow clubs to choose their own card supplier and for the card to be introduced early. The card can be read by a wide range of readily available commercial readers.

To develop a national scheme the central football authorities will need to agree the format of the embedded personal identification code. The same card can then be used in both a manual checking scheme and at all clubs which introduce computer assistance. This flexibility would enable machine-readable cards to be issued from the outset; which has the advantage that an integrated database could be gradually built up and early working relations established. The use of the same card for both manual and computer checking also enables the computer aspects to be introduced in a phased, progressive manner. Implementation could begin with pilot sites, or at selected turnstiles, to reveal any deficiencies before computerisation is extended to all participating clubs.

4. System Considerations

Membership cards can be used with either local club schemes or with a nation wide scheme. Local schemes, because they only hold information on their own supporters, can use positive vet techniques. These check that every card presented at a turnstile is known to the system and is valid. Every entry attempt can be logged to prevent multiple use of the same card. This provides the high degree of entry control normally associated with secure premises. Suitable specialist equipment is readily available from security companies, but due to the high integrity and tamper-proof requirement, such systems tend to be expensive. Non-specialist positive vet systems might introduce delays at the turnstiles.

The major disadvantage of local schemes is that only the home club members are vetted. This is less than satisfactory since local police often know the home hooligans by sight and can contain them providing they are separated from visiting supporters. The difficulty is to identify visitors and, in particular, the trouble-makers amongst them (see Annex 3 on how Reading Football Club have approached this problem). The identification of all hooligans can be achieved only by a national scheme.

The use of positive vet techniques with a national scheme would require very powerful computer facilities. Every attempted entry would need to be checked against the entire population of card holders (see Annex 4 for base sizing assumptions). The alternative is to use a negative vet. The check is then to determine that the card identification code is not on a national file of known hooligans and lost or stolen cards (the "referral file"). This file is sufficiently small to be interrogated very rapidly, with modest processing requirements and almost no delay at the turnstiles. The response time would be under one second.

To defeat the negative vet would either require the card to be smuggled out of the grounds to a second person or the specialist preparation of forged cards which contain acceptable identification codes (almost impossible for "credit card" type cards). Multiple use of a single card could only be achieved once, since post match computer analysis of the entry log of identification codes will reveal multiple use and the card would then be put on the referral file.

A national scheme based on a negative vet would appear to offer adequate security in the football environment at a modest cost.

5. Procedures at the Turnstiles

A computer assisted scheme will provide individual clubs with a wide range of options for entry control.

The simplest gives a signal (buzz or light) to the turnstile operator when a card is found in the referral file. The operator would not release the turnstile mechanism and the supporter would be turned away.

An improvement might be a coded light signal, eg

RED	found in the referral file (known hooligan, card reported stolen, out of date or unreadable).
RED & GREEN	- valid card but wrong gate.
GREEN	- entry permitted.

The turnstile operator could inform supporters obtaining a red light that there was something wrong with their card and request them to present it at a control point outside of the ground where further checks could be made. On receipt of a "wrong gate" indication, the operator could be instructed to allow access for low profile games or direct the member to the correct gate.

A different approach is to avoid any signal at the turnstile (except for an indication to the operator that the card had been read successfully) since openly identifying a hooligan could be considered provocative. Instead a coded signal would be given just inside the ground to awaiting stewards. As each supporter enters through the turnstiles (unaware of what signal has been given), the stewards would watch the indicators and, dependent on the coded signal, could allow the supporter to proceed, be called over for interview or expelled immediately. (The code could indicate several different classifications of supporters on the referral file). The advantage of this approach is that it allows

stewards/police to use their discretion dependent on the profile of the match, the number of hooligans arriving, their demeanour, known record/classification on the referral file etc and provides an opportunity to recover the membership card where this is considered desirable (recovery of the membership card from the worst hooligans is particularly important to protect those clubs with only a manual checking system). Where necessary, hooligans can be ejected through the emergency exits.

Assuming 1 person in 50 is on the referral file (see Annex 4), an extremely pessimistic ratio, then on average there would be a referral at each turnstile every 3 minutes. This average does not take into account gangs of hooligans arriving together or conversely that cards would be recovered from the worst hooligans thereby reducing the instances of referral. When the membership card scheme is fully established the rate of referral should be low.

To aid stewards/police when using their discretion, a computer printout could be provided before the match giving the recorded details of all those on the referral file. Other aids would be a log of all supporters entering the ground who are on the referral file. The log would detail their affiliation, the turnstile used (and hence their whereabouts in the ground) and the time of entry. A printout of this information could be available shortly after kick-off. Entrance logging would be part of any computer assisted scheme in order to provide statistics and marketing information and to allow an analysis to be undertaken, after the match, if trouble occurred.

It is possible to envisage very sophisticated facilities at the turnstiles and inside the ground, such as access to the local database from strategically placed remote terminals. Suitable terminals cost about £2000 each and an increase in computer power would be essential. Sophisticated facilities will increase the cost significantly and probably return only marginal benefits.

In practice it is reasonable to assume that individual clubs will use a variety of procedures and aids to control entry, dependent on the topography of their ground, number of available stewards, etc. These considerations would be part of the detailed design study for each club.

6. Dealing with Casual Supporters

Following the introduction of a membership card scheme, the supporters attending a match could be classified as:-

- 1) VIP eg Director, Sponsor, Executive Box guest.

- 2) Home supporter with membership card.
- 3) Away supporter with membership card.
- 4) Affiliated to another club with membership card.
- 5) Casual supporter without a membership card, genuine supporter with lost or damaged card, hooligan who knows he is on the referral file.

VIPs normally have a separate entrance and hold a named invitation card. The next three categories will be processed through their appropriate turnstiles and any individuals on the referral file will be picked out. The last category will include the genuine, special occasion or first time supporter who is not yet a member (whom the football clubs would wish to encourage), innocent fans who have lost their membership cards and are waiting for replacements and hooligans who cannot get in through the turnstiles.

Unconfirmed quotes suggest that casuals can, on occasion, amount to 40% of all attendees. Initial examination of the variability of attendance figures for individual clubs supported this contention. Further study suggests that attendance figures are mainly influenced by the size of the visiting club and the distance its supporters have to travel. Taking these factors into account the attendance by local supporters is very consistent. Averaged over the season casuals account for only a few percent of the average gate, although this is variable across clubs.

The problem may be the definition of "casual" used by different clubs. Under the proposed membership card scheme the number of attendees who are not supporters of a club and who will not therefore have a nationally useable membership card, is likely to be a very small percentage of the total gate.

One solution is therefore to turn away all those in the last category. This is an emotive subject. Refused entry could lead to loss of revenue and would turn away some genuine fans. This might be a viable short term measure until the hooligan problem is brought under control but it could restrict the growth of returning interest in the game.

In the longer term the solution might be to let this category into the grounds via special entry points where police/stewards can use their discretion based on proof of identity, demeanour of the person and whether they are carrying potential weapons. The police/stewards could have a computer printout of known hooligans with a special list and photo evidence of ring leaders. The ring leaders would then be ejected but all others would be directed to heavily policed areas or enclosures. This should keep the trouble

off the streets whilst making the hooligans leaderless and the number below the critical mass.

There may be an advantage in sub-dividing the "casual enclosures" between family and others. There may also be advantage in charging an enhanced entrance fee to those without a card since this will encourage membership and reduce the overall numbers in this category. A returnable deposit is another possibility.

7. Processing Requirements

Whatever arrangements the football authorities or individual clubs might make to provide the necessary computer power, the need for a card reader at every active turnstile and a local, on ground, processor cannot be avoided. If it is accepted that the scheme is based on negative vet techniques then the total processing requirement at each ground is modest. The major sensitivity to cost then becomes the number of card readers installed (see Annex 5 on the installation and cost of card readers).

It has been suggested that the football authorities could hire the facilities of the Bank network but Saturdays are particularly busy for cash dispensers and the arguments are similar for the national credit card companies and the chain stores. The security of these systems is well in excess of the requirements of football and it is considered that the costs, taking into account security overheads, may be excessive. This option is therefore not considered further.

Another possible option is to use a single centralised large processor to which all the clubs are connected. The problem with this arrangement would be the communications load generated by most matches kicking-off at the same time. To service just the First and Second Divisions would require approximately 200 telephone lines (see Annex 6 on sizing a centralised system). There would be few savings at each ground and the option is not considered further.

Assuming that a negative vet system is acceptable, the cheapest solution would be to install an appropriate processor at each ground, with its records updated from a separate central system maintaining a national integrated database. This database will contain two files, a main file of all membership card holders and a referral file of all known hooligans and lost or stolen cards (see Annex 7 for a description of the central database).

Each club would regularly advise the central database of updates to its membership lists and the identity of new

hooligans; whilst the central database system would update the referral file of each club by notifying the collected changes shortly before each match (see Annex 8 on methods of updating the club file).

The processing required to maintain the central database is minimal. It would however need to be undertaken on a mainframe in order to support the potential storage requirement. The cost of a mainframe would be difficult to justify for only occasional use and the obvious solution is for the central football authorities to employ a commercial bureau to undertake this work. The storage capacity required will probably prevent any of the membership card suppliers from contracting for the task (which might have reduced administration overheads) and the football authorities will need to select a suitable computer bureau. This bureau must have adequate security to safeguard the referral file and advice on the disclosure of information held in this file will be needed from the Data Protection Registrar (see Annex 7).

The cost of the bureau service is dependent on the number of clubs in the membership card scheme and hence on the size of files and updates required. For budgetary purposes a maximum of £2,000 per club per annum seems reasonable for the complete range of services.

The sizing of the processor required at the grounds of an average size club with 25,000 attendance through 60 turnstiles indicates that it is well within the capacity of most microcomputers (see Annex 9 on sizing the local processor system). The capital cost for a complete local processor based system, where pessimistic assumptions have been made throughout, is £75,000.

8. Cost Summary

The total capital cost of £75,000 amortised over 5 years is £22,500 per annum. The annual running costs are £7,500 (see Annex 10 for explanation of costs), accruing a total annual cost of £30,000. This does not include the issue of membership cards.

Individual clubs would decide the visual content of their membership cards and how to finance the whole scheme. Assuming each card carried a laser printed monochrome photograph at £1.50 each, the whole cost of the scheme could be recovered by issuing yearly membership cards and charging £4 each. A slightly better buy for the regular supporter is to issue 5 year membership cards at £14 each (see Annex 10).

Another possibility is to issue 5 year membership cards free, to encourage membership, and to recover the whole cost through the gate. The increase in the entrance charge would be about 10p (see Annex 10).

The above costs do not take into account off-setting benefits such as automatic entrance statistics, commercial promotions and the use of the local computer (outside of match times) for accounting, payroll, word processing and management support. Overall these could make the scheme self financing.

Issue of Membership Cards and Safeguards

It is assumed that a football membership card scheme will be club based. The method of selecting supporters for inclusion will be at the discretion of individual clubs ranging between a proposer and seconder system to a simple postal application. In the latter case the application should be supported by evidence of identity and photographs, if required, certified by a person known to the club. Clubs, possibly in conjunction with local police, will wish to inspect each application and reject those from known trouble-makers.

(i) Application Form

Application forms could be obtained from the ground, designated shops, by post, local press, etc. The following information might be appropriate, preferably in a standard layout suitable for national registration.

- (a) Full name and postal address (for return of card)
- (b) Date of birth
- (c) Permanent address (if different)
- (d) Previous address (if say less than 1 year at current address)
- (e) Reason for application eg new, renewal, replacement of a lost or stolen card
- (f) Name of sponsor club
- (g) Expiry date
- (h) Space for certification by club that the information had been validated
- (i) Space for inserting the personal identification code or recording the reason for rejection
- (j) Space for photograph and signature

(ii) Registration

After checking and certification by the clubs, the application forms would be sent in batches to a central

ANNEX 1

agency, probably a commercial computer bureau, for vetting against central records, inclusion on the central database and issue of a personal identification code. Any identified minor trouble-makers, who are allowed a membership card, would be added to the referral file.

(iii) Production of Cards

The most likely method will be for the central agency to produce a magnetic tape containing relevant data which would be passed to each club's card supplier, for automated manufacture of the cards. If electronically printed personal signature and photograph are required the card supplier would first generate the digital coded signature and photograph and return them to the central agency for further vetting. Most card suppliers have the facilities to attach the cards to printed stationery (giving conditions of use, fixture list, etc) and for automatic insertion in envelopes for return to the applicant by post.

(iv) Vetting Procedures

The vetting procedures are aimed at detecting multiple applications, applications from those previously banned and from non-existent persons. It is assumed that most clubs will provide details of their own rejected applicants, which together with the list of central rejections and subsequent banned supporters, would form the reject file against which new applications would be compared. In addition checks could be made against the list of existing members for similar personal details from different addresses (although carried to extremes this would significantly increase the computer processing required and hence cost). Any occurrence would cause the application to be returned to the club for further verification. The vetting procedures might also include arrangements to reinstate previously banned supporters.

The above procedures should prevent known hooligans obtaining unauthorised membership cards.

ANNEX 2

Personal Identification Code

Any numbering system must be able to identify the issuing club. It must also have a validity indicator eg year and month of expiry, together with other data to identify the holder.

The simplest method is a club based membership number but this may require replacement of every card each season. It also has the disadvantage that hooligans could join several clubs and the number has no relation to any official document normally carried, making positive identification difficult.

A system more suitable for a national scheme is based on date of birth, initials and first few letters of surname plus club and validity indicators. This makes it easier for supporters to produce proof of identity eg driving licence, birth certificate, passport, all of which contain the above data. Such a numbering system is more readily incorporated into a national database and a hooligan can be identified with a high degree of probability if he attempts to join another club.

A possible code is:-

2 x alpha character club identifier

1 x alpha character season identifier

2 x alpha character for initials (if only one forename the first consonant after the initial would be used eg John = JH, Allen = AL, etc)

2 x alpha characters for first two letters of surname

2 x numeric characters for year of birth

2 x numeric characters for month of birth

2 x numeric characters for day of birth

2 x alpha characters, the first an issue number and the second to indicate a duplicate issue

1 x non sequential check letter/digit

ANNEX 2

When a duplicate entry occurs, eg twins with same initials, if the existing entry is not marked as a hooligan no action need be taken other than to allocate a duplicate issue number. If the earlier entry is for a known trouble-maker, then further checks on the new member may be necessary.

The suggested identification code is not absolute. Individuals cannot be traced (unlike a system based on the national insurance number) outside of the football environment. This should make the scheme more acceptable to the general public and could be sold as such.

ANNEX 3

Reading Football Club Scheme

A positive vet system is being installed at Reading Football Club by Cardkey Systems for 20 of the 28 turnstiles. Reading has 3700 members which is small enough to make a positive vet system viable.

The disadvantage of local schemes is that only the home club members are vetted. It is proposed to overcome this at Reading by issuing "day of match" readable cards to visiting clubs on the basis that any behaviour violation by their supporters will cause the facility to be withdrawn for future matches.

The advantages of such a scheme are seen by Reading management to be:-

- a) Commercial - the knowledge of which supporters have attended which match and at which gate to enable promotional activity to be both accurately directed and the result effectively measured.
- b) Hooligans are discouraged in the long term by exclusion.

Reading management see the disadvantage of the scheme as the loss of some casual supporters both local and roving (fans of nearby teams with away games) but are prepared to accept this loss since they believe that most trouble arises from this category of spectator.

Base Sizing Assumptions

The basic statistics of football and the number, distribution and frequency of trouble has not been centrally recorded. Assumptions, derived from the available information, have therefore been made.

The most recent available attendance figures are appended. The total number who ever attend any professional football match is believed to be just under 6 million. Those who attend a match on any one day vary significantly; the average in the First Division during 1983/84 was 18,967. This number can increase significantly during "Derby" matches, eg when both teams are geographically close (gates often double when the away team has less than 1 hour's travel), a team is near promotion or is having a successful run in the FA Cup. To provide pessimistic costs an average attendance of 25,000 through 60 turnstiles is assumed.

Evidence from Reading Football Club suggests that about 50 in a membership of 3700 (1 in 74) could be classified as potential hooligans. To provide pessimistic figures on the size of the hooligan file it is assumed 1 in 50 will be recorded, ie 500 potential troublemakers at an average size match and 120,000 across the whole of professional football.

To cater for the possible extension of the membership card scheme to all professional football clubs, the sizing in this paper will use 6 million potential supporters and 120,000 hooligans.

Entrance logging at Brighton Football Club indicates that about 90% of attendees arrive over a 25 minute period (the last 10 minutes of this period frequently being after kick-off; which in itself can cause disruption and trouble). Assume this arrival rate peaks to 80% over 20 minutes.

$$\frac{25000 \times 80\%}{20} = 1000 \text{ arrivals per minute}$$

$$\frac{60 \times 60 \text{ turnstiles}}{1000} = 3.6 \text{ seconds average service time per turnstile}$$

Sizing the computer system on this arrival rate is conservative since not all attendees have to pass through the turnstiles (eg VIPs and organised groups of young club members) and actual measurements taken at a match showed that the service time at a general turnstile varied between 3-6 seconds with an average of 5 seconds, whilst those used by pensioners and children took considerably longer.

The maximum number of simultaneous First and Second Division games is understood to be 32 home matches during the third round of the FA Cup.

APPENDIX TO ANNEX 4

ANALYSIS 1983-84 SEASON ATTENDANCE RECORDS FROM LEAGUE CLUB DIRECTORY 1985

FIRST DIVISION	22 Teams Average 25.3 Home Games	
	Average Attendance	18,967
	Total Average Attendance	417,266
SECOND DIVISION	22 Teams Average 23.8 Home Games	
	Average Attendance	11,695
	Total Average Attendance	257,285
FIRST & SECOND DIVISION	Average Attendance	15,331
	Total Average Attendance	674,551
THIRD DIVISION	24 Teams Average 26.5 Home Games	
	Average Attendance	4,953
	Total Average Attendance	118,860
FOURTH DIVISION	24 Teams Average 25.5 Home Games	
	Average Attendance	2,755
	Total Average Attendance	66,111
ALL FOUR DIVISIONS	92 Teams Average 25.3 Home Games	
	Average Attendance	9,343
	Total Average Attendance	859,522
	Total Attendance in Season	21,515,833

ANNEX 5

Installation and Cost of Card Readers

The turnstile reader will be relatively simple and robust, but will require to be firmly mounted with either hidden cabling or conduit. Those in physically exposed positions could be made portable with plug and socket connection. The readers themselves do not normally require separate power supplies, as they draw their power from the control unit, to which they are connected by multi core cable (typically 20 core with indicator lights). For small grounds where all the turnstiles are close to a central point, the readers may all be linked to a single system controller but for the majority of grounds the cabling cost, length limits and reliability considerations will require a local controller to be mounted in close proximity to each group of turnstiles (possibly alternate turnstiles connected to a different controller so that if one controller fails a whole entry area is not affected). Typically each controller could support 4 to 8 readers. The controllers are connected to the central system via a communication system.

Each controller would require about 100 watts of mains power (more with external indicator lights) and may require to be fitted with anti-condensation heaters if in an open position.

The cost of a card reader is typically £225 in the quantities required by most clubs. The installation cost will depend very much on the physical location and construction of the turnstile and quotes have been received between £100-£300. Assuming an installation cost of £200 the average cost per reader is £425.

The cost of controllers capable of supporting 4 readers range from £1000 to £6000 (the more expensive being designed for very secure environments and incorporating devices to detect cables being cut/bridged, etc).

It is envisaged that the controllers will have the capability to carry out an initial validation of the membership card, ie has the data on the card been read correctly and is the format valid. Standard cards incorporate checks that will identify 80 to 90% of misreads and the check digit will ensure that at least 99.5% of all misreads are identified.

The controllers could also have the ability to hold small lists of banned and stolen cards (typically up to 1000) so that in the event of the failure of the central system, the

Annex 5

turnstile readers will still operate although with degraded facilities.

To provide a reasonable range of facilities the cost of installing a card reader, with its supporting controller, accrues to about £845 per turnstile.

ANNEX 6

Sizing the Centralised System

A centralised processor with on-line access to each ground, even if restricted to negative vet of attendees, would be expensive. The average rate of enquiries during the peak 20 minutes around kick-off would be:-

$$\frac{32 \text{ games} \times 25000 \text{ attendees} \times 80\%}{20 \times 60} = 533 \text{ enquiries per second}$$

Dial up lines operate reliably at only 150 characters per second and private wires would be too expensive to justify when only used for about one hour per week. The transmission load is 533 enquiries per second of identification code (16 characters) plus protocol overhead (about 40 characters) ie:-

$$\frac{533 \times 56}{150} = \text{approximately } 200 \text{ telephone lines}$$

This is clearly not very practical. The BT Packet Switched System, Kilostream, which has an effective transfer rate of 6000 characters per second would be more practical but it would still require 6 Kilostream links. To support this level of communications load would require a mainframe computer with several front end processors at a cost in the region of £1M; and on ground costs would still be similar to those for a local processor based system.

When the Third and Fourth Divisions are brought into the scheme the number of Kilostream links would rise to about 10 and the central hardware cost would be in excess of £1M.

Central Database

The central database will need to contain two files. The first would be a main file of 6 million records (when all professional football clubs join the membership scheme) holding the identification code, name and address, date of birth, affiliation, issue number of card (in case earlier cards are lost or stolen) and expiry date. This will require about 200 characters of data, giving a fixed format main file of 1200 million characters.

The second file would be a special "referral file" of all the hooligans and lost or stolen cards. This file would potentially hold about 120,000 variable length records, the length dependent on the additional information to be held, eg incidents of hooliganism. The seriousness of each referral record would be coded to provide an indication at the turnstiles.

These files could be organised (probably by club and geographical location) so that when the records at a club are updated from the central database, shortly before each match, the data apposite to that match could be rapidly accessed.

The processing required to maintain the central database is minimal. It will however need to be undertaken on a mainframe in order to support the storage requirement. The obvious solution for the football authorities is to employ a commercial bureau to undertake this work. The cost should be low because the processing is minimal and the data can be kept off-line on magnetic tape or exchangeable disc. Bureau charging algorithms are usually based on processing time used plus number of characters of data stored, the price per character stored being much lower for data held off-line than that held on-line for immediate access.

The football authorities will have to take into account the requirements of the Data Protection Act 1984. It will be necessary to register the personal data on both files, but it appears likely that the data on the special "referral file" will be exempt from the subject access provisions of the Act. Exemption could be claimed under Sections 28(1)(a): Personal data held for the prevention or detection of crime and possibly under 28(1)(b): Personal data held for the apprehension or prosecution of offenders. Aggrieved data subjects will, of course, be entitled to complain to the Data Protection Registrar should they consider that their rights of access under the Act have been contravened. Further information on Data Protection can be obtained from the office of the Data Protection Registrar.

Updating the Club File

Shortly before each match the central database must update the referral file held by each club. The changes to the file could be forwarded by:-

- (i) data communications, using automatic dial up by the database system, to each club in turn. This would require a modem at each club costing about £500 plus BT line charges. It may also increase the cost of the bureau service.
- (ii) writing the changes to a flexible disc or cartridge tape and sending it through the post. Discs are cheaper than cartridge tapes and cost about £5 each inclusive of packaging. Each club would require at least 3 discs in case the receiving clubs were slow in returning them for re-use.
- (iii) sending a paper printout to each club for rekeying into their system. This approach would be the cheapest if the number of changes were few but the time taken by each club computer operator to rekey and the risk of introducing transcription errors should be considered.
- (iv) prescribing to a commercial teletext service. The costs would be high for the quantities of data involved but the service would enable advertising material to be displayed at football grounds which might make it attractive to some clubs. This is clearly part of a much wider business initiative.

The simplest and probably cheapest method of updating each club is to send a disc through the post. Given the time lag between matches, this should be acceptable.

Sizing the Local Processor System

At the average ground, the calculations suggest sharing the controllers of the 60 turnstile readers between two 9600 bits per second communication lines feeding the local processor. Some form of sequence control will be necessary and a common polling algorithm will service the traffic with an average delay of 0.34 seconds and a worst case of 0.7 seconds. More efficient polling algorithms are available but the choice will depend on the equipment procured and the topography of the ground.

Calculations on the processing power required to support the peak transaction rate from the 60 turnstile readers and to write to a logging file the identification code, turnstile number and arrival time, show that it is well within the capacity of most microcomputers. A 1.2 million character diskette is sufficient to log a 60,000 attendance.

Except at the smaller clubs, the peak arrival rate will not permit the identification codes to be interrogated from bulk storage. Conversely, when all clubs participate in the membership card scheme, it will not be possible to hold all the potential 120,000 in memory. A split system is therefore envisaged where the identification codes of only those most likely to attend the forthcoming football match are held in memory. These are home, away and geographically local clubs. The remaining codes will still be available on disc. The identification code includes a two character club identifier, so only the appropriate club list will need to be searched. Using indexing techniques, it is calculated that the combined search and reply, including any referral category, will take an average of 0.01 seconds for a club held in memory or 0.1 seconds for other clubs. The response time experienced at the turnstiles will be 0.35 seconds on average with a practical worst case of just under 1 second.

The above response times are based on the assumption that the time critical communication and validation programs will be written in machine code. These programming skills are expensive. A once off cost of £10,000 should cover all programming. This expense could be shared between clubs.

The configuration required to support the local processing is shown below. To provide pessimistic costings the current "one off" price list from a top of the range supplier has been used. Suitable systems are available

from many suppliers and some are notably cheaper, although the influence on the total cost would be small because of the dominant effect of the price of a card reader at every turnstile. Most dealers will give a discount on quantity if bulk purchase can be organised.

Computer System (including VAT)

2	Line Drivers	500
2	Asynchronous Comms Adaptors	200
1	Processor with 512K byte memory, 20M byte disc	
	1.2M byte diskette	4,975
1	Keyboard	394
1	Monochrome Display	214
1	Floor standing Enclosure	179
1	Printer Interface	209
1	Printer with cut sheet feeder, acoustic cover, etc	1,024
	Selection of business programs eg Word Processing, Accounting Spread Sheet say	2,500

		£10,195

The cost of ground cabling the turnstile controllers depends on the topography of the grounds. For a typical ground, a 1200 metre cable run at a cost of £10 per metre may be assumed ie £12,000 (some grounds with an internal telephone network may not need this amount).

Total cost for a system with 60 turnstiles is :-

60	Turnstile card readers at £845	50,700
	Computer System	10,200
	Cabling	12,000
	Programming costs shared amongst five clubs	2,000
	Stock of flexible discs and other computer media	100

		£75,000

Costs

(i) Total Annual Cost

(a) Capital Cost

£75,000 capital depreciated over 5 years is £15,000 per annum, on a linear basis
Assuming 15% interest, the average charge is £7,500 per annum, approximately

Annual capital cost £22,500

(b) Running Cost

Maintenance charges for computer equipment are normally set at 10% per annum of capital costs:-

Card Readers (excluding installation charges
see Annexes 5 & 9) = £3,870
Computer System (excluding business programs
see Annex 9) = £770

£4,640

Annual maintenance charges, say £5,000

Computer operator at £10 per match
x 26 matches per year, £260

Subscription to central database system, £2,000

Annual running cost, say £7,500

Capital cost £22,500
Running cost £7,500

Total Annual Cost £30,000

(ii) Recovery of Cost

(a) Via Membership Card

Assuming a club membership of 12,000 and that cards cost £1.50 each (includes a monochrome

photograph) the total annual cost of the system could be recovered by increasing the charge for annual membership to:-

30,000 annual cost
----- + £1.50 = £4 per card
12,000 members

To encourage long term membership, a 5 year membership card could be offered at:-

30,000
----- x 5 + £1.50 = £14 per card
12,000

The cost per card is based on a membership of 12,000 which is very pessimistic for a club which has an average gate of 25,000. If the proportion between membership and the average gate was more realistic, either the number of turnstile readers would reduce, lowering the annual cost and hence the cost per card, or there would be more members to share the cost.

(b) Via Entrance Charge

Pessimistic average number of home matches, 23 (see appendix to Annex 4).
Average attendance at all First and Second Division matches in 1983/84 was 15,331 (see Annex 4).

Recovery Cost per Entrance = $\frac{£30,000}{23 \times 15331}$
= 8.5p
====

This additional cost per entrance is based on an average attendance of just over 15,000 at a club which has installed readers at 60 turnstiles. The cost per entrance will vary slightly between individual clubs according to the ratio of readers to attendees.

The cost per entrance would increase to about 10p if, to encourage membership, clubs chose to issue free 5 year membership cards.

ANNEX 10

Recovering the whole cost of the membership card scheme by applying a surcharge on entry, spreads the cost across both members and visitors; whereas recovery via an enhanced charge for the membership card places the financial load only on the club's own members.





Prime Minister. ②
A modestly encouraging program report
CCTA
MEA 29/8

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

My ref:

Your ref:

29 August 1985

Dear Prime Minister:

ms

FOOTBALL: PROGRESS REPORT

I should report briefly on developments. The new football season has opened, to lower attendances, the alcohol ban, a conspicuous Police presence (well reported by the media) and - so far - no real incidents. It is very early days, but I detect a more positive atmosphere, a willingness in Board Rooms to take action against the game's problems. However, it would be premature to be overly optimistic. Our partnership with the football authorities will remain one that requires hard work and vigilance.

On membership cards progress continues to be difficult. The Football League Working Party received a paper from our Central Computer and Telecommunications Agency (CCTA) which the Chairman, Graham Kelly (the League Secretary) described as "helpful". I should say that we had some disagreements with the paper. But, briefly, the CCTA recommended that a membership card scheme was practical and viable and suggested a range of options for compatible club schemes. They estimated that the cost per club might be of the order of £75,000; this expense could be covered by the sale of cards and through their potential commercial advantages. The Working Party is to circulate a report next week to the League Management Committee for consideration at its next meeting on 11 September. My Working Group will meet the following day to consider the League's proposals. In the meantime, we are exerting pressure, as you would expect, at official level. This includes reminding the League that the Home Secretary's proposals for exclusion orders - which are currently being worked up - depend upon an effective system of membership cards.

In contrast speedy and decisive action has been taken by the Football Trust on CCTV. I have written to Sir Norman Chester and Richard Faulkner (the Acting Chairman and Secretary) with my thanks. Through a revision of its budget, the Trust found the money to offer grants for CCTV to all clubs in the English First and Second Divisions and in the Scottish Premier Division. Grant offers may yet be made to some Third Division clubs. Installation looks likely to be quick; Liverpool and Everton, for example,

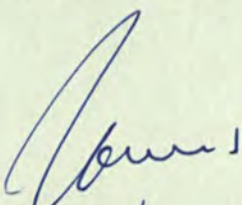
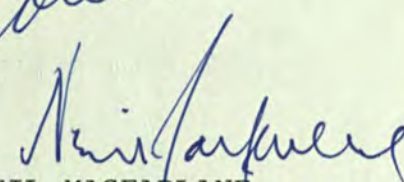
had theirs installed within 8 days so that it was in operation for the first match of the season. We are monitoring delivery and installation closely, in case any problems emerge. But it looks as if the relevant grounds should have equipment in place by the end of September.

There have also been developments on the European scene. The Council of Europe Convention was signed without reservation by our Ambassador in Strasbourg on 19 August. On the same day 5 other countries also signed the Convention, but only one of these (Denmark) was without reservation at this stage. One more signature without reservation is needed before the end of August in order to bring the Convention into force on 1 October. I hope that Belgium will provide that third signature. Most countries' difficulty is with ratification and they have not found it easy to achieve that quickly in August. Generally, the indications are that we will get a healthy number of signatures to the Convention over the next 2 or 3 months.

As we hoped, UEFA has followed the clear lead given by European Ministers for Sport and toughened up their rules and procedures. Their Executive Committee agreed a new set of rules governing order and security in stadia at a meeting in Paris last week. These are complementary to the Convention; there is a particular set of mandatory rules for what are called "high risk" matches, to be identified by UEFA using wide-ranging criteria specified in their general regulations; clubs and national associations will be required in future to sign an undertaking each season to comply with these new rules. David Teasdale attended this meeting as the representative of European Governments and reported to me that there was a clear acceptance by UEFA of the need to act responsibly in the wake of Brussels and in partnership with European Governments.

On safety and financing we continue to gather information. The next meeting of my Financing Working Group is scheduled for the third week of September.

In general, progress has been mostly good, but there remains much to be done. I will keep you informed of developments, particularly of course on membership cards.



NEIL MACFARLANE

CCHB



Department of the Environment

Room B260

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212 7106
Switchboard 01-212 3434
GTN 212

Mr Mark Addison
10 Downing Street
LONDON SW1

MEFA

22 August 1985

Dear Mark,

NEW UEFA RULES

I attended a meeting of UEFA's Executive meeting on Tuesday, on behalf of Council of Europe Governments. You should see my minute for Mr Macfarlane summarising the outcome. The attachments are available should you wish to see them.

I am copying this and the minute to David Belfall (Home Office), Timothy Gee and Christopher Munro (FCO), Mike Crompton (DTp), David Campbell (SED), Brian Millwood (WO) and Tom Johnston (NI).

Yours
D V Teasdale

D V TEASDALE

SPORT AND RECREATION DIVISION

PS/MR MACFARLANE

NEW UEFA RULES

I should report on the outcome of the UEFA Executive Committee meeting in Paris on Tuesday, which I attended (as an observer) representing Council of Europe Member Governments.

I attach for Mr Macfarlane to see the new UEFA rules for "high risk" matches, with manuscript amendments agreed at the meeting and a copy of the form that will accompany these rules when they are circulated to qualifying clubs each season.

I believe that we have got what we wanted from UEFA, in the main. In summary -

- UEFA fully recognise the need for a partnership with European Governments to combat hooliganism. They see their new rules are complementary to the Convention (a number of our phrases are reproduced in their text). But their rules are, rightly, more detailed;
- they have accepted the need to identify high risk matches and to plan accordingly. For these, special mandatory rules will apply; this is the copy attached. The criteria for deciding what are high risk matches are comprehensive and convincing. There is a second set of rules - part mandatory and part recommendation - covering ordinary matches;
- the new rules covering high risk matches are tougher and more detailed than those they replace. They don't leave too much room for manoeuvre;
- clubs, national associations and Governments will be sent the rules each season and be required to sign a form, by which national associations and qualifying clubs must commit themselves to adopt the rules "without reserve" (see the copy attached);
- regarding the selection of stadia for major matches, UEFA's existing rules governing competitions already specify that "the stadiums must conform to the security prescriptions of the competent civil authorities".

In future the Executive Committee are very keen that public authorities should be consulted on the security of particular stadiums to be selected;

- UEFA has accepted that they must "monitor the new rules to ensure that they are implemented by national associations and clubs".

These are all positive points and helpful to the partnership between Governments and football on the European scale. Together with our Convention, they demonstrate that the responsible authorities in Europe have taken very seriously the lessons of Brussels. We now have two new documents containing mandatory requirements from both Government and football; these are consistent and complimentary.

especially On the debit side, I lost in argument about ticket sales, on the day of matches. I gained only that this should not be precluded by UEFA's new rules. But the opinion has prevailed that this is such accepted practice throughout Europe that UEFA could not make it a condition for any national association to ban ticket sales on the day. Behind their objection lies of course the financial concern, particularly for small associations like Luxembourg, with which we are all too familiar.

There will also remain some fuzzy areas of responsibility. UEFA will continue to leave much to national associations. This is inevitable, given their federal structure. It means therefore that in taking these two documents forward there is a need for national Governments to get together with their football associations to agree on new practical procedures and roles. This is a recommendation which could be agreed within the Council of Europe.

The Minister may wish to discuss these new rules on his return; he may well feel that some press statement, or other kind of public comment, is appropriate. In the meantime I will be discussing with George Walker the next steps within the Council of Europe.

D. V. Teasdale

D V TEASDALE

SPORT AND RECREATION DIVISION

21 August 1985

CC HB



DEPARTMENT OF THE ENVIRONMENT

Room B260

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212 7106

Switchboard 01-212 3434

GTN 212

Mr M Addison
10 Downing St
LONDON SW1

MGA

22 August 1985

Now then,

On your return from leave, you might like to see this Progress Report for Mr Macfarlane put forward earlier this week. I am copying to you separately my note for him about UEFA.

D V Teasdale

D V TEASDALE

SPORT AND RECREATION DIVISION

PS/MR MACFARLANE

cc: PS/Permanent Secretary
PS/Sir Peter Harrop
Dr Holdgate
Mr Routh
Mrs Anderson
Mr Warnock

PROGRESS REPORT

Mr Macfarlane may find it helpful if I report briefly on the progress of events and issues in the last two (hectic) weeks. We have been concerned mainly of course with football and with the Birmingham/BOA Olympics bid.

Football

Membership cards I am afraid there have been delays, with the CCTA and the Football League. In the latter case, the story has been the familiar one of the League giving insufficient priority to membership cards and also lacking information about their game. For the former, the performance of the Agency has been disappointing. They were meant to produce their feasibility study for the Football League Working Party to consider last Thursday, 15 August. However, they had difficulty getting data, but did not report this to us until it was too late; they then argued that they could not in any case have produced a study of that kind in such a short time. They claimed that they never undertook to No 10 to produce a feasibility study within a week. Unfortunately, Hartley Booth is away until September, so we were not able to check with him what was in fact agreed. Ultimately, the argument was fruitless; so we have been engaged with senior officials in the Agency in the last few days in sorting out what could be achieved and in pressing them forward with the necessary urgency. They are looking in detail at Reading, Arsenal and Chelsea and have agreed this morning to produce an options paper for us on Wednesday, to be transmitted to the League - with any changes we suggest - by the end of this week.

The result is that our deadlines have to shift. The Football League Working Party should still be able to report by early September, as they were seeking to do. They will meet again to consider CCTA's report early next week. It would seem appropriate to move the meeting of the Minister's Working Group back a week or so. If Mr Macfarlane agrees, you and I could discuss alternative dates.

I should also warn the Minister that the Agency are predicting that a full National scheme would be "too expensive". This will still be one of the options they display, but they will concentrate more on individual clubs' schemes which are compatible.

Without the CCTA's report, the League Working Party has made some progress. Richard Faulkner has informed me that consideration is being given to a new League regulation making it mandatory for all clubs to have membership card schemes covering entry to parts of their ground. Richard has advised me that this may be the best that can be achieved from the League at this stage. But much still depends of course upon the CCTA's report.

CCTV The Football Trust has done extremely well, largely through the efforts of Sir Norman Chester and Richard Faulkner. There was much informal discussion over the weekend of the Charity Shield match, when many Trustees were firstly at Wembley and then at the Canon Dinner the following day. In special meetings chaired by Sir Norman, the Trust has agreed to find the money necessary for CCTV in Divisions 1 and 2 and the Scottish Premier Division from the police charges fund. Grant offers have now been made to all those clubs and they have been urged to install equipment as quickly as possible.

As a result, there will be less money from the Trust for police charges over the next two seasons. The exact implications have not yet been decided, but it is clear that the Division 1 clubs will give up income from this source in order to fund CCTV. So the wealthy clubs will be helping the not so well-off.

I visited Anfield on Saturday for Liverpool's first match and saw their new CCTV system in operation. This had been installed in 8 days. It was working very well and the police were delighted with it. We will be keeping in touch with deliveries around the country, to ensure there are no serious problems.

Alcohol legislation At the first test of the new legislation, the Charity Shield match, it was plain that the police had not been well-briefed. All around Wembley Stadium were youths with the usual assortment of cans. I have told the Home Office. Overall, police enforcement on the first day of the season on Saturday looks to

have been very effective. Fortunately, this was underlined by good news coverage.

Council of Europe Convention The Ambassador is signing the Convention without reservation today. Denmark is also signing today; we hope that Belgium will, too. Our checks around European Governments, with the Foreign Office, have been reasonably positive and we hope that there will be the necessary signatures before the end of this month to bring the Convention into force on 1 October. I will keep Mr Macfarlane posted on developments.

UEFA I am attending the UEFA Executive Committee in Paris tomorrow, as an observer, representing Council of Europe Governments. This meeting will discuss and agree changes in UEFA's rules, in the light of the events in Brussels. The changes proposed are on the lines sought by Ministers and I anticipate that my contributions are likely to be mainly of detail. As Mr Macfarlane is aware, the main change is that UEFA will in future have two sets of rules, governing high risk matches and ordinary ones. All finals and semi-finals will be subject to the "high risk" rules, and in addition other games will be made subject to these rules; UEFA has drawn up a set of criteria for such decisions.

Birmingham/BOA Olympics Bid

Following Derek Osborn's meeting with Mr Sabine, the Birmingham Treasurer, we have had meetings at official level within Whitehall. I am to meet Birmingham officials later this week with colleagues from DOE Finance Divisions. We are concerned about a number of aspects of the Birmingham financial projections. Firstly, it is clear that they include some public subsidy. For example, they assume that the income will not be taxed. Secondly, it looks as if some of the projections are also on the optimistic side. They assume for example a substantial income from a national lottery; irrespective of the fact that this would require legislation, all the evidence is that such a lottery would be unlikely to raise large sums of money.

We will probe these financial issues with Birmingham this week. Advice will then be put forward through Mr Macfarlane for No 10, covering financial and other matters and advising on PM's acceptance of the post of Patron.

D. Teasdale
D V TEASDALE

19 August 1985

PS/MR MACFARLANE

ME A
K se o/r

cc: PS/Permanent Secretary
PS/Sir Peter Harrop
Dr Holdgate
Mr Routh
Mrs Anderson
Mr Warnock

PROGRESS REPORT

Mr Macfarlane may find it helpful if I report briefly on the progress of events and issues in the last two (hectic) weeks. We have been concerned mainly of course with football and with the Birmingham/BOA Olympics bid.

Football

Membership cards I am afraid there have been delays, with the CCTA and the Football League. In the latter case, the story has been the familiar one of the League giving insufficient priority to membership cards and also lacking information about their game. For the former, the performance of the Agency has been disappointing. They were meant to produce their feasibility study for the Football League Working Party to consider last Thursday, 15 August. However, they had difficulty getting data, but did not report this to us until it was too late; they then argued that they could not in any case have produced a study of that kind in such a short time. They claimed that they never undertook to No 10 to produce a feasibility study within a week. Unfortunately, Hartley Booth is away until September, so we were not able to check with him what was in fact agreed. Ultimately, the argument was fruitless; so we have been engaged with senior officials in the Agency in the last few days in sorting out what could be achieved and in pressing them forward with the necessary urgency. They are looking in detail at Reading, Arsenal and Chelsea and have agreed this morning to produce an options paper for us on Wednesday, to be transmitted to the League - with any changes we suggest - by the end of this week.

The result is that our deadlines have to shift. The Football League Working Party should still be able to report by early September, as they were seeking to do. They will meet again to consider CCTA's report early next week. It would seem appropriate to move the meeting of the Minister's Working Group back a week or so. If Mr Macfarlane agrees, you and I could discuss alternative dates.

I should also warn the Minister that the Agency are predicting that a full National scheme would be "too expensive". This will still be one of the options they display, but they will concentrate more on individual clubs' schemes which are compatible.

not strong enough
Without the CCTA's report, the League Working Party has made some progress. Richard Faulkner has informed me that consideration is being given to a new League regulation making it mandatory for all clubs to have membership card schemes covering entry to parts of their ground. Richard has advised me that this may be the best that can be achieved from the League at this stage. But much still depends of course upon the CCTA's report.

CCTV The Football Trust has done extremely well, largely through the efforts of Sir Norman Chester and Richard Faulkner. There was much informal discussion over the weekend of the Charity Shield match, when many Trustees were firstly at Wembley and then at the Canon Dinner the following day. In special meetings chaired by Sir Norman, the Trust has agreed to find the money necessary for CCTV in Divisions 1 and 2 and the Scottish Premier Division from the police charges fund. Grant offers have now been made to all those clubs and they have been urged to install equipment as quickly as possible.

As a result, there will be less money from the Trust for police charges over the next two seasons. The exact implications have not yet been decided, but it is clear that the Division 1 clubs will give up income from this source in order to fund CCTV. So the wealthy clubs will be helping the not so well-off.

|| I visited Anfield on Saturday for Liverpool's first match and saw their new CCTV system in operation. This had been installed in 8 days. It was working very well and the police were delighted with it. We will be keeping in touch with deliveries around the country, to ensure there are no serious problems.

Alcohol legislation At the first test of the new legislation, the Charity Shield match, it was plain that the police had not been well-briefed. All around Wembley Stadium were youths with the usual assortment of cans. I have told the Home Office. Overall, police enforcement on the first day of the season on Saturday looks to

have been very effective. Fortunately, this was underlined by good news coverage.

Council of Europe Convention The Ambassador is signing the Convention without reservation today. Denmark is also signing today; we hope that Belgium will, too. Our checks around European Governments, with the Foreign Office, have been reasonably positive and we hope that there will be the necessary signatures before the end of this month to bring the Convention into force on 1 October. I will keep Mr Macfarlane posted on developments.

UEFA I am attending the UEFA Executive Committee in Paris tomorrow, as an observer, representing Council of Europe Governments. This meeting will discuss and agree changes in UEFA's rules, in the light of the events in Brussels. The changes proposed are on the lines sought by Ministers and I anticipate that my contributions are likely to be mainly of detail. As Mr Macfarlane is aware, the main change is that UEFA will in future have two sets of rules, governing high risk matches and ordinary ones. All finals and semi-finals will be subject to the "high risk" rules, and in addition other games will be made subject to these rules; UEFA has drawn up a set of criteria for such decisions.

Birmingham/BOA Olympics Bid

Following Derek Osborn's meeting with Mr Sabine, the Birmingham Treasurer, we have had meetings at official level within Whitehall. I am to meet Birmingham officials later this week with colleagues from DOE Finance Divisions. We are concerned about a number of aspects of the Birmingham financial projections. Firstly, it is clear that they include some public subsidy. For example, they assume that the income will not be taxed. Secondly, it looks as if some of the projections are also on the optimistic side. They assume for example a substantial income from a national lottery; irrespective of the fact that this would require legislation, all the evidence is that such a lottery would be unlikely to raise large sums of money.

We will probe these financial issues with Birmingham this week. Advice will then be put forward through Mr Macfarlane for No 10, covering financial and other matters and advising on PM's acceptance of the post of Patron.

D. Teasdale
D V TEASDALE

19 August 1985





SCOTTISH OFFICE
NEW ST. ANDREW'S HOUSE
ST. JAMES CENTRE
EDINBURGH EH1 3SX

Mark Addison Esq
Private Secretary
10 Downing Street
LONDON
SW1

N&M

16 August 1985

Dear Private Secretary,

FOOTBALL HOOLIGANISM: INSTALLATION OF CLOSED CIRCUIT TELEVISION (CCTV)

As your minute of 31 July to Sue Vandervord, Department of the Environment records, Lord Aberdare, Chairman of the Football Trust referred at the meeting which the Prime Minister had with representatives of the football authorities on 30 July to the fact that Strathclyde Police were reluctant to accept responsibility for the ownership and maintenance of CCTV equipment to be used at Ibrox, the ground of Glasgow Rangers. My Minister indicated that he was aware of the difficulty and that he was following it up.

Arising from this, Mr Stewart met senior officers of Strathclyde Police on 9 August. At the meeting Mr Stewart emphasised the importance which the Government attached to ensuring that the new football season is trouble-free and referred to the contribution which CCTV could make in achieving this objective. For their part, the Strathclyde officers indicated that the force were prepared to make use of any equipment, including CCTV, which would assist crowd control and that they were only too willing to give football clubs every assistance in connection with the installation of CCTV by, for example, advising on the positioning of cameras in order to give the best possible coverage of potential trouble spots within the grounds concerned. However, the officers made it clear that, notwithstanding the fact that capital costs of up to £25,000 would be reimbursed by the Football Trust, the force are not prepared to purchase and maintain CCTV equipment for use at any of the grounds of the 5 Strathclyde clubs which are at present in the Scottish Premier League or at Hampden Park, the venue for Scotland's home international matches.

The force have two main objections to doing so. The first is one of principle - in their view it would be quite inappropriate for the police to purchase and maintain CCTV equipment on behalf of a football club which, as a commercial organisation, is in no different a position from a shop or bank which installs CCTV for security purposes. In making this point, the force emphasise that a football match is a private, as opposed to a public function, and that because of this the costs of policing inside a ground should be met by the Club itself; this accords with Government policy, under which football clubs are, of course, charged for police manpower which is deployed within grounds. Mr Stewart referred to the role which CCTV could play in

helping to control crowds outwith a ground, but the Strathclyde officers said that the force was doubtful of the value of the equipment in this respect. (At Ibrox, because of the nature of the ground, it would not, in any event, be possible for the same cameras to cover both inside and outside the ground).

Strathclyde's second objection relates to the potential cost of maintaining the equipment. They are also concerned that in the longer term a force which accepts responsibility for the purchase and maintenance of CCTV equipment might be under an obligation to replace it when it becomes obsolete: so far as is known, no consideration has been given to this. However, the force's immediate concern relates to the cost of routine maintenance which, in the case of equipment for the 6 grounds referred to above, could amount to around £15,000 per annum, excluding police manpower costs. The Strathclyde police authority has imposed budget cuts in each of the last few years and, against a background of severe financial restraint, the force are simply unable to allocate scarce resources to CCTV.

While recognising that this is essentially an operational matter on which each Chief Constable is free to determine his own view, Mr Stewart had a full discussion with the Strathclyde officers. In the light of this he has concluded that there is no prospect of the force changing its position and indeed he has acknowledged the logic and strength of their arguments. As a result of this, it seems to Mr Stewart that the best way forward is for his officials to liaise, as he has asked them to do, with the Department of the Environment and the Home Office to consider further the present policy of the Football Trust on grants and whether it could not be influenced to take account of the fact that, for good reason, certain forces may not be prepared to purchase and maintain CCTV equipment, thus leaving Clubs in the area concerned with no option but to proceed on their own. (The basis of the policy, as presently understood, appears to be not a perceived need to spread grant more widely by purchasing equipment for the police to move between grounds but merely a belief that the equipment will be better cared for if owned by the police than if owned by the clubs: this is not a strong reason for involving the police in extra responsibilities and expenditure.) Mr Stewart has in mind that in such circumstances, it might be appropriate for the Trust to offer grants of up to £25,000 to the Clubs concerned. He himself also has in mind to raise the matter in the Working Group on Financing of Safety Improvements at Football Grounds which is Chaired by Mr Neil Macfarlane. In the meantime, Scottish Office officials are keeping in touch with the Scottish Football League and the Clubs in Strathclyde.

I am copying this letter of Sue Vandervord (Department of the Environment), Hugh Taylor (Home Office), Rachel Lomax (Treasury), Len Appleyard (Foreign and Commonwealth Office), Richard Allan (Department of Transport), Colin Williams (Welsh Office) and Phil Dykins (Minister of Sport's Office).

Yours sincerely,

Peter A. D. Ritchie

PETER A D RITCHIE
Private Secretary

Football Hooliganism : HOME Affairs
P+5.



P Wynn Owen
Assistant private Secretary
to the Chancellor of the Exchequer
Treasury Chambers
Parliament Street
LONDON
SW1P 3AG

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

My ref:

Your ref:

12 August 1985

Dear Philip

P+4.

Thank you for your letter of 9 July enclosing a "balance sheet for football" drawn up by Sir Terence Burns.

Mr Macfarlane was grateful for Sir Terence's interest, and the latter subsequently came to discuss his figures with the Minister. It was clear that the arithmetic is by no means straight forward: some of the figures need to be up-dated, and we have also, for example, had an approach from HM Customs and Excise querying the VAT assumptions (and hence the net profit figures) in Mr Macfarlane's letter to the Prime Minister of 21 May. It was also clear that there are a lot of factors operating which could have a major impact on football's finances in the near future.

Mr Macfarlane is anxious to get as accurate a picture as possible of football's finances, particularly in the context of his Working Group, set up by the Prime Minister to consider the financing of safety improvement work at newly designated grounds. He has therefore asked the Football Association and the Football League (who are represented on the Working Group) to provide detailed information about football's resources and expenditure. Their responses will clearly need to be carefully assessed, and the Minister has agreed to let Sir Terence have copies of this and any other relevant material which we receive.

I am copying this to Andrew Turnbull at 10 Downing Street who received a copy of your letter to me.

Yours ever,

PHILIP DYKINS
Private Secretary



Hooliganism: Home Affairs P. 5.



Prime Minister
Mr Macfarlane's letter to MPs,
for information.
MBAS/r

CCH/B

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

My ref:

Your ref:

9 August 1985
Per informed
APM's
ancient.
must
13/8

Dear Colleagues

FOOTBALL VIOLENCE AND SAFETY

In view of the general concern about the game of football and its problems, I am writing to all Members before the start of the new season to give information about the package of measures agreed between the Government and the football authorities.

These are the steps which the Government has taken, or has in hand:-

- the Sporting Events (Control of Alcohol, etc) Act received Royal Assent on 25 July. The Home Secretary has also laid the order designating under the Act all Football League clubs, Wembley Stadium and other stadia used for international matches, and non-League grounds when they are used for matches with League clubs. The designation order came into effect on 9 August - the day before the FA Charity Shield match at Wembley between Everton and Manchester United;
- we have 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 for crowd control and "anti-hooliganism" measures;
- the Home Secretary has designated all qualifying grounds in Divisions 3 and 4 of the Football League under the Safety of Sports Grounds Act. (Divisions 1 and 2 clubs are already designated). The necessary order was laid on 19 July and came into force on 9 August. From that date the clubs concerned will be required to apply for safety certificates forthwith;
- action has 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 will be available for deployment 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;

Telephone

01 434

DEPARTMENT OF THE
ENVIRONMENT
2 MARSHAM STREET
SW1P 3EB



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

- 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;

- we have 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. I enclose a summary of the Convention's key points. In addition, discussions have started with UEFA on the introduction of more binding requirements for matches held under their auspices;

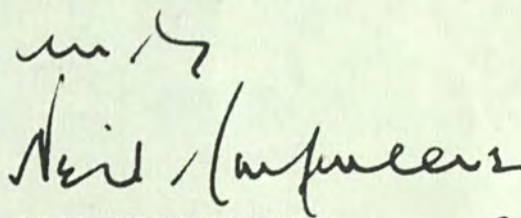
- discussions are being held with the Mexican Government on possible ways of controlling travel to the World Cup Finals in 1986.

The measures being taken by the football authorities and clubs include:-

- increased fines for disciplinary offences by players;
- banning known hooligans from grounds;
- revised Ground Regulations posted around stadia, including a clause making "police searches" a condition of entry;
- CCTV installed quickly at as many grounds as possible. The Football Trust has allocated special funds for the provision of CCTV equipment for the coming season. We should have 35 grounds covered within the next 2 months;
- more all-ticket and morning matches;
- identifying matches likely to have violence so that effective precautions can be taken.

Additional measures are still being considered. In particular, the Government is assisting the football authorities in the urgent development of a membership cards scheme.

The football authorities and the clubs recognise the importance of positive publicity to encourage fresh modes of behaviour in the new season. Various national and local schemes look likely to be developed. I hope that Members will give such initiatives every support and encouragement. We all share a concern to restore the good name of football, locally and nationally, and of course of our country abroad.


NEIL MACFARLANE

EUROPEAN CONVENTION ON SPECTATOR VIOLENCE AND MISBEHAVIOUR
AT SPORTS EVENTS AND IN PARTICULAR OF 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 education 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.

CJHB

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/450

Your Ref:

8th August 1985.

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

ABPM

Dear Prime Minister

I duly received your letter dated 1st August, which had in fact been read over to me on the telephone prior to its receipt.

The matters that you have referred to, in so far as they affect The Football Association, are already in hand.

We at The Football Association are all very anxious that we not only get the coming season off to a trouble free start, but that we can also hope for far better behaviour from that section of our so called supporters than we have experienced in the past.

Yours sincerely,

F.A. Millichip

F.A. Millichip
Chairman

Home affairs
F/Bou

Hologramism;

pt 5

PRIME MINISTER

CLOSED CIRCUIT TV: FOOTBALL TRUST

Today's meeting of the Football Trust Working Group decided to allocate the remainder of the £0.5 million budget for closed circuit Television. This means that 36 grounds should now be covered before long. There are no signs as yet that equipment delays will slow down the progress of installation.

The Trust Working Group agreed that all Clubs in Football Divisions 1 and 2, and in the Scottish Premier Division, should be covered, as Popplewell suggests. Something over a further £0.5 million will, therefore, be required, and the Trust is going to seek help from the Pools Promoters Association.

Overall, this is not a bad picture, but there is a problem in that some Division 1 Clubs with bad records have not received allocations from the Trust. If you agree, I shall make clear to DOE that the TV vans and mobile cameras will need to be deployed to cover matches involving these Clubs wherever possible.

*Agreed - would Home
Office consider
interviewing the no.
of T.V. vans?
not*

Mark Addison

MARK ADDISON

*Munge passed to DOE & HO.
MA 9/8*

8 August 1985



DEPARTMENT OF THE ENVIRONMENT

Room B260

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212 7106

Switchboard 01-212 3434

GTN 212

Mr M Addison
10 Downing St
LONDON

8 August 1985

Herbert,

CCTV

As expected, the Football Trust Working Party had a tricky meeting this morning. We recognised that we were fenced in by previous policy and case decisions and of course by the funds available - which were not sufficient for the need and demand. The coverage of clubs could only be extended at the expense of time and by changing the agreed policy, which would require convening the full Trust again. On the other hand, to turn down clubs' applications would be to invite criticism for helping the wealthy (eg Everton, Spurs) at the expense of the less well-off.

The only way out was to find more money. I was pressed for Government help: I said that the Prime Minister had decided at last week's meeting with the football authorities that none would be available for CCTV. The Football League and the Football Association (represented by Kelly and Croker) would not commit themselves. The Secretary reported a suggestion from the Chairman, Lord Aberdare, that we "steal" 1% of the 2% extra from Spotting the Ball given to the Trust for police charges. This would yield an extra £375,000 approximately. Graham Kelly was not sure what the League's attitude would be. After conferring with Lord Aberdare by 'phone, we concluded that there was probably a majority among Trustees for such a change. A Trust meeting has been speedily convened for next week to review funds and hopefully to agree this proposal.

We recognised in any case that decisions had to be made today on the allocation of the £0.5m budget (or, at least, of that amount remaining after the CCTV decisions already taken). We allocated funds to a further 18 clubs, making 26 Football Trust

grants for CCTV in all and 36 grounds covered (ie including those with existing systems and those involved in last season's experiment). The full list of clubs covered by spending under the £0.5m budget is attached.
....

We made today's decisions on the following criteria:-

- a. need, in terms of hooliganism problems - which meant we gave some priority to Football League Division 1;
- b. readiness and ability to install equipment speedily;
- c. early season difficult matches.

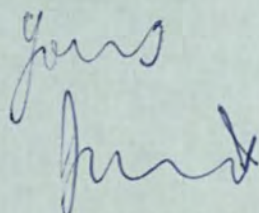
The criteria (b) and (c) affected mainly the judgements on Division 2 clubs. But you should know that Division 1 clubs Nottingham Forest, Ipswich, Watford and Arsenal are left out because of the second criteria above.

The clubs concerned are being telephoned this afternoon and urged to move as quickly as possible.

Finally, we reviewed the funding still needed. Echoing Popplewell, the Working Party concluded that Football League Divisions 1 and 2 and the Scottish Premier Division should have grants for CCTV equipment. There is now a pattern established of clubs getting the full grant of £25,000 from the Trust. On this basis, a further £700,000 or thereabouts is needed.

Before the special Trust meeting next week, pressure will be brought on the Pools Promoters Association for additional funding to make up the shortfall in funding of about £325,000.

Copies of this letter go to those concerned in DOE and to David Campbell (Scottish Education Department), Brian Millwood (Welsh Office) and Dennis Evans (Home Office).



D V TEASDALE
SPORT AND RECREATION DIVISION

Division 1

Chelsea (£12,500)
Westham (£25,00)
Spurs (£12,500)
Everton (£25,000)
Liverpool (£25,000)
Sheffield Wed. (£25,000)
Oxford (£12,500)
Birmingham City (£25,000)
Leics City (£12,500)
Luton (£25,000)
Newcastle (£12,500)
QPR (£25,000)
Southampton (£25,000)

TOTAL £262,500

Division 2

Huddersfield (£25,000)
Portsmouth (£25,000)
Millwall (£25,000)
Brighton (£25,000)
Sheff Utd (£25,000)
Shrewsbury (£25,000)
Blackburn (£12,500)

TOTAL £162,500

Scottish Premier

Rangers (£12,500)
Dundee/Dundee Utd
(shared system) (25,000)
Celtic (£12,500)
Motherwell (£12,500)
St Mirran (£12,500)

TOTAL £75,000

NOTE In each column the second group in each list represents decisions made by the Working Party on 8 August.



PRIME MINISTER

CF.

JL bfor Tuesday 8/8
MBA 8/8CCTV AT FOOTBALL GROUNDS

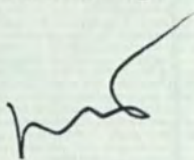
I have had a further word with DOE about this.

At the Football Trust meeting on Thursday, the Trust will be allocating to named clubs sums which will absorb the full £500,000. At that meeting, decisions will also be taken on the basic recommended specifications for the equipment. The named clubs will then be given, as a matter of urgency, authorisation to proceed. The clubs will have to conduct surveys, which can be done within a few days, and to place orders for the equipment.

At this stage it is not anticipated that delivery problems will lead to delays in installing the equipment, and clubs will be urged to make every effort to get it in place in time for the first matches of the season.

If the recommended specification includes the provision of lenses to take still pictures through the video, this particular piece of equipment may take longer to obtain. But it should not hold up the installation of the video cameras themselves. DOE have promised to keep us posted.

We shall get a report on the outcome of the Football Trust meeting on Thursday night.


Mark Addison

MARK ADDISON

5 August 1985

PRIME MINISTER

You expressed concern that lack of equipment should not delay the installation of closed circuit TV in time for the new season, particularly if the Football Trust had the funds to pay for it.

The attached note from DOE is a little unclear. But I think the gist of it is that equipment delays are not holding matters up. I shall confirm with them on Monday that there is no question of the Football Trust having sufficient resources on the one hand, and delivery delays holding matters up on the other. It looks as if we should know more on 8 August.

(MARK ADDISON)

2 August 1985

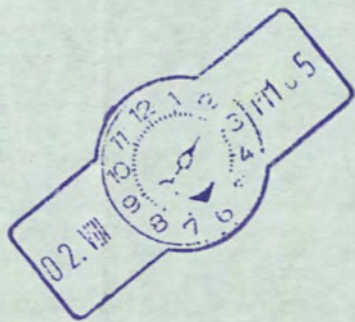
Markyau
mf

CCTV

Home Office and the Football Trust are together looking at equipment and its availability. Briefly, the video and camera equipment should be available quickly, in a matter of days - to be installed, under the guidance of the Police, also in a matter of days. But much will depend on the equipment finally chosen, by local clubs and Police. The potential delivery problem concerns special lenses for still pictures (for evidence) taken through the video; this is a feature which some experts are recommending. /Alternatively, still pictures could be taken by separate cameras - cheaper in camera terms, but perhaps requiring more "operators".⁷ Much will depend upon the local decisions taken once clubs have the authority from the Trust to go ahead with a system. Those decisions will depend upon a survey, by companies, of their specific needs. It is obviously vital to select equipment appropriate to the ground conditions and problems.

DOE, Home Office and Football Trust will be studying specifications before the 8 August Trust meeting at which decisions will be taken. We will try to avoid delivery problems. Should they arise, we will give you details immediately.

2 August 1985





DEPARTMENT OF THE ENVIRONMENT

Room B260

Romney House 43 Marsham Street London SW1P 3PY

Telex 22221

Direct line 01-212 7106

Switchboard 01-212 3434

GTN 212

Mr Mark Addison
10 Downing Street
LONDON

2 August 1985

Dear Mark,

CCTV

I promised you a note on the latest state
of play.

James

David

D V TEASDALE

SPORT AND RECREATION DIVISION

*I tried to reach you
on phone to explain this
hope this note will do
David*

CF?

Q10



MBA

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.

7/20879

2nd August, 1985.

R3

M. Addison, Esq.,
Private Secretary,
10 Downing Street,
Whitehall,
LONDON S.W.1.

Dear Mr. Addison,

Thank you for letting me have the text of the Prime Minister's letter
to Mr. Millichip yesterday.

This was most helpful.

Yours sincerely,

Graham Kelly

Secretary.

ST. VINCE 250000
ST. VINCE 250000

03618
JERRE

THE FOOTBALL LEAGUE LIMITED



LATHAM ST VINCES

REGISTERED CO. LONDON

ST. VINCE 250000
ST. VINCE 250000

03618
JERRE





10 DOWNING STREET

The Addison

Jim will be drawn to
despair by the attacks.
It tends to show what
we are up against.

Jim 2/8

1. CE - pl copy to office.
2. BE - Appalling. But no real
engine in mind. We must hope
that the FA will be following last
week's meeting, now accept a
surer attitude. MSA 578

THE FOOTBALL LEAGUE

CROWD SAFETY AND CROWD CONTROL

MINUTES OF A MEETING HELD AT WALKDEN HOUSE, 10 MELTON STREET, LONDON ON
THURSDAY 18TH JULY 1985 AT 11.45A.M.

Present: R.H.G. Kelly (Football League)- In the Chair

R.O. Faulkner (Football Trust)

J. Patten (Sports Council)

K. Evans) (Association of Chief Police Officers)

J.D. Phillips)

K.J. Friar (Arsenal)

G.I.S. Hortop (Charlton Athletic)

The Chairman referred to the terms of reference laid down by the Management Committee (to explore the matter of Identity Cards 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) and the Minister for Sport's wish, expressed the previous day, that the Committee report by the first week in September on methods by which club membership card schemes could be extended and made more compatible as between clubs.

The Committee received copies of the F.A. report on Identity Cards of May 1985, an extract of the League's memorandum of 1st July 1985 and a note of current Government thinking.

During a wide-ranging discussion on Crowd Control generally, a great number of points were made, of which perhaps the major ones finding consensus among the Committee were:

- i) Under the Police and Criminal Evidence Act 1984, the police would not be allowed to supply the names of convicted offenders to a national databank;
- ii) The police would be unable to enforce the confiscation of any card and its return to the club of issue;
- iii) The Government were perceived not to have any real regard for the financial implications of crowd control measures on clubs;
- iv) There was a need to improve the environment and atmosphere surrounding football matches;
- v) Banks had rejected the idea of photographs;
- vi) Fans disliked the concept of identity cards and perimeter fences;
- vii) All ticket matches were O.K. if there was a reasonable prospect of a sell out, e.g. cup ties, but otherwise led to more problems, e.g. hindrance to segregation;
- viii) Cards at the outset would give a badge of authenticity to the hooligan;
- ix) The hooligan would see the card as a challenge;
- x) Morning kick-offs could lead to trouble because hooligans might be able to cause trouble at a nearby match or in a city centre in the afternoon;

- xi) The Control of Alcohol (Sporting Events) Bill - restrictions inside grounds - was ill conceived;
- xii) There was a pressing need to create good publicity for the game;
- xiii) The police at the turnstiles next season would be anxious to demonstrate the effect of measures taken to date and this could be beneficial;
- xiv) The great bulk of spectators came through the turnstiles in the last twenty minutes before the match.

It was decided to circularise clubs about extending membership or controlled access/identifiable schemes with a view to ascertaining whether recommendations could be made to clubs generally along these lines.

Members expressed great scepticism about a national databank scheme.

The next meeting was fixed for Thursday 15th August 1985 at Walkden House, London at 11.30a.m.

Chairman

Date

oio
From: THE PRIVATE SECRETARY



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

1 August 1985

Dear Tim

MBH

... You may like to have the enclosed copy of a Home Office circular recently issued to local authorities, chief fire officers and chief officers of police, following receipt of the Interim Report of the Committee of Inquiry into Crowd Safety and Control at Sports grounds.

You will see that recipients of the circular have been asked to take action, in the spirit of the Inquiry's recommendations, to improve existing safety and crowd control measures at sports grounds.

Yours ever

W R FITTALL

T Flesher, Esq



HOME OFFICE
Queen Anne's Gate, LONDON, SW1H 9AT
Direct line: 01-213
Switchboard: 01-213 3000

Our reference:

29 July 1985

Your reference:

Chief Executives, County Councils
Director General, GLC
Chief Officers of Police

Dear Sir

HOME OFFICE CIRCULAR NO 54/1985

SAFETY OF SPORTS GROUNDS

- A. COMMITTEE OF INQUIRY INTO CROWD SAFETY AND
CONTROL AT SPORTS GROUNDS - INTERIM REPORT (Cmnd 9585)
- B. CHIEF FIRE OFFICER REPORTS

1. The Interim Report of the Committee of Inquiry into Crowd Safety and Control at Sports Grounds set up by the Home Secretary following the events of 11 May at Bradford City FC and Birmingham City FC has now been published. The purpose of this circular is, first, to inform recipients of the recommendations of the Inquiry and the Government's response to them; and, secondly, to urge recipients to respond quickly and constructively to the spirit of the recommendations in order to improve, as necessary, existing safety and crowd control measures at sports grounds.

A. COMMITTEE OF INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS

2. The Report concludes that the Bradford fire was caused accidentally and comments that, had the safety advice contained in the Home Office Guide to Safety at Sports Grounds (Football) (the 'Green Guide') been followed, the tragedy would not have occurred. On the Birmingham City FC incident, the Report concludes that the disorder was the product of violence by both sets of fans to a degree which the police could not reasonably have foreseen.

3. Attached at Annex A is a copy of the text of the Home Secretary's oral statement to Parliament on 24 July responding to the Inquiry's Interim Report and at Annex B a copy of his more detailed written statement. The latter sets out each of the Report's recommendations, including the provisional recommendations, and the Government's responses to them. All this material has been circulated to the governing bodies of the major sports in England and Wales listed at Annex C in the expectation that they will advise their members to continue to co-operate by assisting in the implementation of the Inquiry's recommendations.

4. A number of the Report's recommendations have implications for the responsibilities of local authorities, chief fire officers and chief officers of police. They are all accordingly invited to

/consider...

Consider as a matter of urgency what steps they should take as necessary in their particular local circumstances to give effect - where possible in time for the start of the 1985/86 football season - to the recommendations that relate to their responsibilities. Although a number of the points will have already been dealt with either as a result of the recent exercise by chief fire officers (see Part B below) or, in the case of designated stadia, by existing safety certificate conditions, certificating authorities are nonetheless requested to review their certification procedures and existing certificates so as to incorporate as necessary the Inquiry's interim recommendations. In so doing, authorities should bear in mind that it is not considered that action upon the Inquiry's recommended amendments to the Green Guide should wait upon the issue of the next edition of the Green Guide. (This will not be prepared until after the Final Report is received.)

5. The specific points for consideration by the responsible authorities are as follows:

(a) Certificating authorities are asked to -

- (i) ensure that the police form part of the issuing team for safety certificates (Recommendation 1);
- (ii) consider inclusion of a condition within safety certificates for adequate first-aid facilities (Recommendation 8);
- (iii) consult chief fire officers over the adequacy of exits at all sports grounds with the aim of reflecting the advice in new or existing safety certificates as necessary, bearing in mind spectator numbers to be permitted into the ground or part of the ground and in the case of non-designated grounds and the emergency procedures under section 10 of the 1975 Act (Recommendation 14);
- (iv) for designated stadia, consider the feasibility of including a smoking prohibition as a safety certificate condition where stands made of combustible materials are in use (Recommendation 15);
- (v) give preliminary thought to how best a sports ground register might be set up and used - see also paragraph 7 below (Recommendation 17);
- (vi) consider with the emergency services and appropriate authorities the practicability and enforcement of a no-parking zone around sports grounds when an event is likely to attract significant crowds (Recommendation 4);
- (vii) consider whether safety certificate conditions relating to manned exits require amplification or amendment, and how best to implement (e.g. protection of stewards by a police presence on exit gates) and ensure compliance (Recommendation 11); and
- (viii) review for inclusion in new and existing safety certificates suitable requirements relating to training and instruction of stewards (Recommendation 12).

/(b)...

(b) Chief Fire Officers are asked to -

- (i) consult and advise management of non-designated sports grounds on the presence, location and nature of fire-fighting equipment (using the standards adopted for safety certification at designated grounds as the yardstick) (Recommendation 6);
- (ii) by arrangement with sports grounds managers, give assistance in fire-fighting training for stewards (Recommendations 7, 10 and 12);
- (iii) advise sports grounds management and local authorities on the adequacy and suitability of exits at sports grounds in relation to the spectator numbers permitted to attend the ground or part of the ground (Recommendation 14); and
- (iv) continue, as necessary, inspections of uncertificated stadia to assess the need to restrict or prohibit for reasons of fire safety the number of spectators at a ground or particular part of a ground (Recommendation 16): see also paragraphs 6 and 9 below.

(c) Chief Officers of Police are asked to -

- (i) consider how evacuation procedures at individual grounds can best be incorporated into police training and form part of pre-event briefing (Recommendation 1);
- (ii) continue provision for police representation within local authority teams for issuing safety certificates (Recommendation 2);
- (iii) consult the management of sports grounds where a police presence is required at an event (or events) for crowd control within the ground about the training of stewards on how best to assist the police in an evacuation (Recommendation 10); and
- (iv) consider, in collaboration with the local authority (see 3(a)(vii) above) and sports grounds management, how to assist in manning exit gates.

6. As regards designated stadia, certificating authorities in collaboration with chief fire officers and chief officers of police will no doubt wish to consider whether, following the Home Office letter on designation of 19 July to Chief Executives, the best way to effect quickly some of the Interim Report's recommendations (particularly where structural alterations are involved) will be to set a lower spectator ceiling based on the normal level of attendance, rather than the nominal maximum capacity. Many sports grounds and stadia which do not fall within the present scope of designation under the Safety of Sports Grounds Act 1975 will have already been inspected by chief fire officers. It is hoped that supplementary advice on such matters as fire fighting equipment, training in fire fighting and evacuation procedures will be given to the management and staff of sports grounds as needed in the knowledge of the power to take emergency action where necessary.

7. Consultations with the AMA and ACC will take place with the object of determining how best local registration of sports grounds might be achieved (Recommendation 17). As for the nature of materials used in construction of new stands (Recommendation 13), it is suggested that building and planning authorities continue their present practices unless and until further advice is received.

B. CHIEF FIRE OFFICERS REPORTS ON SPORTS GROUNDS

8. The Home Secretary has expressed his gratitude to chief fire officers for the prompt and efficient manner in which the survey of sports grounds has been carried out - see Annex A. Work on analysing the reports is continuing in the Home Office and a digest of them will be submitted to the Inquiry. The Home Secretary's statements indicate the important results of the surveys on which immediate action has been taken by brigades.

9. It is appreciated that, in responding to Her Majesty's Chief Inspector of Fire Services' letter of 16 May to chief fire officers, some brigades were only able to concentrate inspections on uncertificated sports stadia with accommodation for more than 10,000 spectators (i.e. which could be designated under the Safety of Sports Grounds Act 1975). However, a large number of brigades in whose area there were fewer sports grounds of this capacity were able to extend their inspections to sports grounds with accommodation for far fewer than 10,000 spectators. Section 10 of the 1975 Act is applicable to sports grounds irrespective of the number of spectators accommodated and it is important that those brigades which have not so far inspected sports grounds with accommodation for less than 10,000 spectators should do so as priorities and resources permit so that stands which represent a serious fire hazard can be identified and remedial action taken (Recommendation 16).

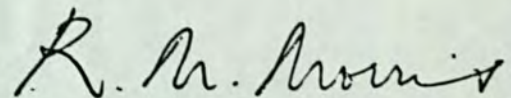
10. An extra copy of this circular and Annexes is attached for chief fire officers. In view of the provisions of s.16 of the Local Government Act 1985 copies are being sent also to the Chief Executives of metropolitan district councils and London boroughs.

11. Any enquiries should be directed to -

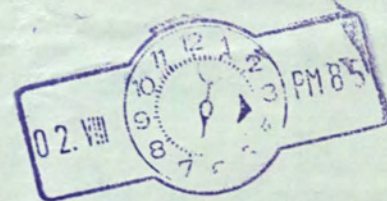
Mr D J Mould re. Part A. (01)-213 3582

Mr J Fisher re. Part B. (01)-213 7338

Yours faithfully



R M MORRIS



NOTE FOR THE FILE

The original letter was sent by hand to the Football Assn in Lancaster Gate.

A copy of letter was also sent to Millichip at his office in the Midlands (he is a solicitor):

317 High Street,
West Bromwich,
West Midlands.

DSG

1 August 1985

cc.
DOE (Sport)
Mr. J. Dunnett
Lord Aberdare
Mr. J. Wharton



10 DOWNING STREET

THE PRIME MINISTER

1 August, 1985.

Dear Mr. Millichip.

I am grateful for the useful and positive meeting we had on Tuesday.

I am glad we are in firm agreement on the need for urgent and strong action to meet the crisis caused by events at the end of last season. As you know, I take the view that the key point to start from is the responsibility of your Association, the Football League and the clubs for the safety and security of spectators within grounds.

I believe we made particular progress on the question of membership cards. We agreed that if controls on away supporters were to be effective, a point raised in Mr. Justice Popplewell's Interim Report, there was a need for access to grounds to be properly controlled, for which a membership card system was necessary. The Home Secretary will, as he said, be prepared to consider prohibiting football offenders from attending matches if a comprehensive system of cards were introduced which would allow such orders to be properly enforced. You and Mr. Dunnett welcomed that proposal; you also agreed with him that the FA would be able to use its disciplinary powers to enforce a membership card system. The Football League, through its Working Party, would consider urgently a cost-effective scheme to recommend to clubs (in Divisions 1 and 2 in the first instance). The

next meeting of the Working Party would be brought forward for this purpose. The Central Computer and Telecommunications Agency will be willing to undertake an immediate feasibility study, and I am making arrangements for the Agency to liaise with Mr. Dunnett and Mr. Kelly. The Minister for Sport will also be arranging another meeting of his Working Group in August, to take stock of the progress which has been made.

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 £0.5 million. CCTV is an essential part of the package, and we agreed that it should be introduced widely as a matter of urgency. Some additional funds would be needed. The wealthy clubs might provide their own equipment without drawing on the Trust's funds thereby releasing money for other clubs. You and Mr. Dunnett agreed to consider ways of obtaining additional money from your own resources or from sponsors.

Mr. Wharton reported on the latest position regarding safety improvements. On financing there will need to be further detailed discussions within the Minister for Sport's Working Group.

You and Mr. Kirton reported on the FA's promising plans for a publicity campaign for the new season, to seek the help of the public in combating hooliganism, and to encourage the best behaviour from players and spectators alike.

The Minister for Sport will continue to co-ordinate and push forward developments through his two Working Groups. All of us must do everything possible to ensure the new season gets off to a trouble-free start. I believe our meeting on Tuesday marked a significant step forward towards our shared objective.

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.

Yours sincerely

Raymond Shelden

F. A. Millichip, Esq.

PART 4 ends:-

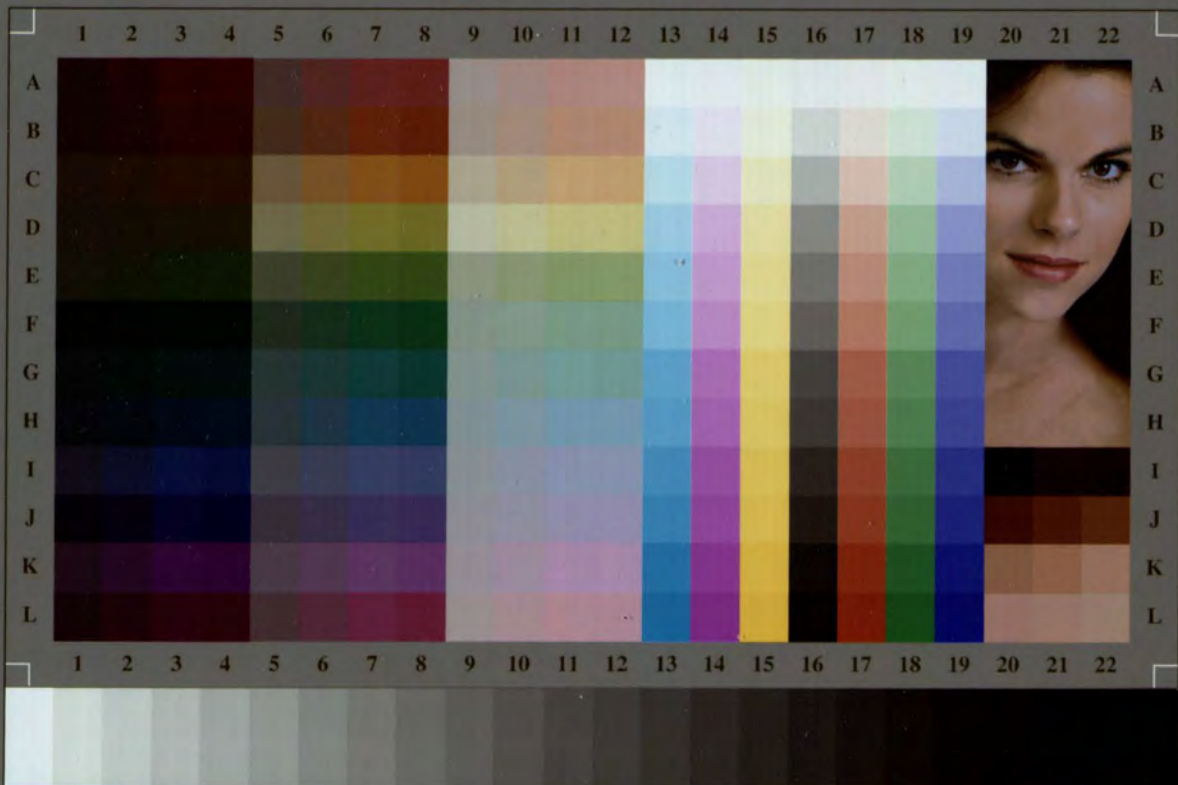
MEA to R/Enw. 31/7/85

PART 5 begins:-

PM to Millichip 1/8/85

KODAK Q-60 Color Input Target

C M Y



IT8.7/2-1993
2007:03

[FTP://FTP.KODAK.COM/GASTDS/Q60DATA](http://FTP.KODAK.COM/GASTDS/Q60DATA)

Q-60R2 Target for
KODAK
Professional Papers

