



**PART**

**CLOSED**

## Published Papers

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

House of Commons: Second Report from the Home Affairs Committee,  
Session 1990-91

Policing Football Hooliganism

Volume I: Report together with Proceedings of the Committee.

Ordered to be printed 1 February 1991

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Signed

*J. Gray*

Date

*23/8/18*

**PREM Records Team**



→ file

cats

2-4 Cockspur Street,  
London SW1Y 5DH  
Telephone: 071-211 6239  
Facsimile: 071-211 6249

*From the Private Secretary*

**RESTRICTED : POLICY**

C94/2171

Mark Adams Esq  
Private Secretary  
10 Downing Street  
London  
SW1A 2AA

23 June 1994

Dear Mark,

**ALL-SEATING AT FOOTBALL GROUNDS: ANNOUNCEMENT OF FINAL DECISION ON EXTENSIONS TO THE DEADLINE**

In my letter of 25 May, I promised to let you know the Secretary of State's final decision on all-seating at football grounds before it is announced.

Tomorrow, my Secretary of State will be announcing his final decision on applications which have been received from clubs in the Premier League and First Division of the Football League for extensions to the Government's all-seater deadline. As you know, our policy is that (in all but exceptional cases) football clubs in the top two Divisions must eliminate standing accommodation from their grounds by 1 August 1994. A copy of the announcement, which will be made by means of an inspired written PQ, is attached.

....

In view of his widely-known interest in Chelsea FC, you may wish to forewarn the Prime Minister that the club is among those whose applications the Secretary of State has decided to reject. You may also wish to explain to the Prime Minister that following the announcement of the Secretary of State's preliminary views on 26 May the club decided not to submit further representations to him in support of their case.

Yours,

Jennie

**JENNIFER SHAW**

**WRITTEN PQ ON FINAL DECISIONS ON EXTENSIONS TO THE ALL-SEATER DEADLINE - FOR ANSWER ON FRIDAY 24 JUNE**

[ MP ]: To ask the Secretary of State for National Heritage if he has reached his final decision on applications received from Premier League and First Division football clubs for an extension to the Government's 1 August all-seater deadline.

**PETER BROOKE**

I have. On 26 May, in answer to a written Parliamentary Question from Anthony Coombs MP (Official Report cols 227-229), I announced that I had considered applications made by 11 clubs, and having taken into account the recommendations made by the Football Licensing Authority, formed a preliminary view. I also set out the criteria against which each application had been assessed.

Clubs seeking an extension in order to relocate to a new ground are expected to produce clear evidence that such an extension would be for a strictly limited period and that the club could realistically complete its relocation within a reasonable and definite timescale.

Clubs applying for an extension in order to redevelop their existing grounds are expected to show why their circumstances are wholly exceptional, why the reasons for the delay could not reasonably have been foreseen, and why they could not be attributed to the actions or inaction of the club.

Clubs were given until 16 June to make further representations to me in support of their case. before I announced my final decision.

On the basis of the information then before me, I indicated that I was minded to agree that the following clubs, all of which are actively engaged in relocation to new stadia, have a valid case for an extension to the 1 August deadline:

Derby County  
Grimsby Town  
Middlesbrough  
Portsmouth  
Sunderland

I have today written to the Chairmen of each of these clubs to confirm that my final decision is to grant limited extensions in each case.

I have warned, however, that although I have granted an extension, my general policy remains, and I have in mind that the extensions will be for one year only. I have also explained that any decision to allow the retention of standing accommodation for a limited period will not affect safety requirements at the ground. Clubs will still be required to observe the terms and conditions of the local authority safety certificate issued under the Safety of Sports Grounds Act 1975, and any requirement placed on the club

as a result of the FLA exercising its powers under Section 13 of the 1989 Act. The responsibility of each club to ensure that the ground meets the necessary safety requirements remains unchanged, irrespective of whether or not an extension is granted.

On 26 May I also wrote to the Chairmen of the following clubs indicating that, while I appreciated the very real difficulties they faced, I did not consider that the case they had presented was sufficiently strong to warrant an extension of the deadline beyond 1 August 1994:

Barnsley  
Chelsea  
Manchester City  
Newcastle United  
Oldham Athletic  
Swindon Town

I said that in reaching my final decision I would consider each case on its individual merits in the light of the above criteria, having regard to all material facts and to the need to be consistent where circumstances are similar and fair to all clubs in the Premier League and Football League First Division. I said that I would also take into account any other relevant points which the clubs wish to make in response to my letters.

Representations were received from five of these clubs before the 16 June deadline. I have given careful consideration to the points raised, and have also reviewed the original applications which each club made to the Football Licensing Authority.

I have decided that only one of these clubs, Newcastle United, has presented a sufficiently exceptional case to warrant an extension to the deadline, and that I would not be justified in granting extensions to Barnsley, Chelsea, Manchester City, Oldham Athletic or Swindon Town. I have therefore written to the Chairmen of each of these clubs to inform them of my final decision.

I have today laid an Order under Section 11 of the Football Spectators Act 1989 directing the Football Licensing Authority to include in its licences the following conditions:

Only seated accommodation shall be provided for spectators at a designated football match; and

Spectators shall only be admitted to watch a designated football match from seated accommodation.

The Order will come into force on 15 July, and will apply to all clubs in the Premier league and First Division of the Football League, save those which have been granted extensions to the 1 August deadline. The following clubs promoted into the (now) First Division since 1991 will also be omitted from the Order:

Bolton Wanderers - Promoted in 1993  
Burnley - Promoted in 1994  
Port Vale - Promoted in 1994  
Reading - Promoted in 1994  
Stoke City - Promoted in 1993  
West Bromwich Albion - Promoted in 1993

These clubs will have three years from the date of their promotion to ensure that their grounds are all-seated.

I am pleased to report that the majority of clubs in the top two Divisions will meet or are planning to meet the Government's deadline. I congratulate those clubs on the great strides they have made in improving the safety and comfort of spectators at their grounds. I will follow closely the progress made by clubs to which I have granted an extension, and I look forward to being able to report that these clubs also have successfully achieved all-seater stadia.



file

2-4 Cockspur Street,  
London SW1Y 5DH  
Telephone: 071-211 6239  
Facsimile: 071-211 6249

*From the Private Secretary*

**COVERING RESTRICTED - POLICY**

C94/1247

Mark Adams Esq  
Private Secretary  
10 Downing Street  
London  
SW1A 2AA

25 May 1994

Dear Mark,

**ALL-SEATING AT FOOTBALL GROUNDS : ANNOUNCEMENT ON POSSIBLE EXTENSIONS TO THE DEADLINE**

Tomorrow, my Secretary of State will be announcing his preliminary views on applications which have been received from clubs in the Premier League and First Division of the Football League for extensions to the Government's all-seater deadline. As you know, our policy is that, in all but exceptional cases, football clubs in the top two Divisions must eliminate standing accommodation from their grounds by 1 August 1994. A copy of the announcement, which will be made by means of an inspired PQ, is attached.

In view of his widely-known interest in Chelsea FC, you may wish to forewarn the Prime Minister that the club is among those whose applications the Secretary of State is minded to reject.

We will, of course, let you know of the Secretary of State's final decision before it is announced. This is likely to be towards the end of June.

Yours,

**JENNIFER SHAW**



**WRITTEN PQ ON POSSIBLE EXTENSIONS TO THE ALL-SEATER DEADLINE**

**Anthony Coombs MP:** To ask the Secretary of State if he will grant time extensions to any of the Premier League and First Division football clubs in respect of the Government's 1 August all-seater deadline.

**PETER BROOKE**

The Government's policy has been that Premier League and First Division football clubs should eliminate standing accommodation from their grounds by 1 August 1994. The policy was first announced in January 1990, when the Government accepted the recommendations in Lord Justice Taylor's Final Report. This policy was reaffirmed in the Government's response to the Home Affairs Committee Report on Policing Football Hooliganism in May 1991 and again in July 1992, following a review of the policy by the former Secretary of State. In recognition of the costs involved, the Government reduced Pool Betting Duty in the 1990 budget, making available to clubs some £20m each year since then via the Football Trust, on the understanding that these funds will be used for major projects associated with Taylor implementation.

I am pleased to report that the majority of clubs in the top two Divisions will meet or are planning to meet the deadline. I congratulate those clubs on the great strides they have made in improving the safety and comfort of spectators at their grounds. I have, however, indicated that I will consider extensions to the deadline in exceptional cases.

The all-seater policy will be enforced by means of the licensing system operated by the Football Licensing Authority under the Football Spectators Act 1989. Under Section 11(1) and (2) of the 1989 Act I am empowered to make an Order directing the FLA to include certain specified conditions about seating in the licences it issues to clubs. Before making such an Order, I am required to consult the FLA, which in turn is required to consult local authorities before making recommendations to me. The FLA consulted local authorities and clubs on 17 December 1993, asking for comments by 28 February. It submitted its main recommendations in mid-April together with copies of the representations made by local authorities and clubs. It submitted further representations in relation to two late applications at the end of April.

Of the 12 clubs that have formally applied for an extension, one (Oxford United) has been relegated to Division 2, which is not subject to the 1994 deadline. I have considered the case made by the remaining 11 clubs, taking into account the recommendations made by the Football Licensing Authority.

On the basis of the information I have before me, I have today written to the Chairmen of each club to inform them of my preliminary view in each case, and offering them the opportunity to submit further representations.

I have written to the Chairmen of the following clubs, all of which are actively engaged in relocation to new stadia, indicating that I am minded to agree that they have a valid case for

an extension to the 1 August deadline:

Derby County  
Grimsby Town  
Middlesbrough  
Portsmouth  
Sunderland

I have warned, however, that, although I am considering whether to grant an extension, my general policy remains, and I have in mind that any extension should be for a limited period only.

I have also explained that any decision to allow the retention of standing accommodation for a limited period will not affect safety requirements at the ground. Clubs will still be required to observe the terms and conditions of the local authority safety certificate issued under the Safety of Sports Grounds Act 1975, and any requirement placed on the club as a result of the FLA exercising its powers under Section 13 of the 1989 Act. The responsibility of each club to ensure that the ground meets the necessary safety requirements remains unchanged, irrespective of whether or not an extension is granted.

I have also written to the Chairmen of the following clubs indicating that, while I appreciate the very real difficulties faced, I do not consider that the case presented to date is sufficiently strong to warrant an extension of the deadline beyond 1 August 1994:

Barnsley  
Chelsea  
Manchester City  
Newcastle United  
Oldham Athletic  
Swindon Town

In arriving at my preliminary view, I have applied the criterion adopted by the Football Licensing Authority, which were set out in the FLA's letters of 13 November 1992 and 17 December 1993 as follows:

Clubs seeking an extension in order to relocate to a new ground are expected to produce clear evidence that such an extension would be for a strictly limited period and that the club could realistically complete its relocation within a reasonable and definite timescale.

Clubs applying for an extension in order to redevelop their existing grounds are expected to show why their circumstances are wholly exceptional, why the reasons for the delay could not reasonably have been foreseen, and why they could not be attributed to the actions or inaction of the club.

I must stress that I have not yet made my final decision, and before I do so I think it only right that the clubs affected should have the opportunity to comment and to make further representations to me if they feel this would be appropriate.

In reaching my final decision I will consider each case on its individual merits in the light of the above criteria, having regard to all material facts and to the need to be consistent where circumstances are similar and fair to all clubs in the Premier League and Football League First Division. I will also take into account any other relevant points which the clubs wish to make in response to my letters.

I am acutely aware that it is important that clubs have as much time as possible to prepare for the 1994-95 football season. I therefore propose to end any uncertainty about the outcome of my deliberations within a matter of weeks rather than months. Clubs have been asked for any comments they may have on the contents of my letters, or for any further representations they may wish me to take into consideration, by Thursday 16 June at the very latest. My final decision will follow as soon as possible thereafter.



071-828 1558

Michael Howard Esq QC MP  
Secretary of State for the Home Department  
50 Queen Anne's Gate  
London SW1H 9AT

CEPU ✓  
9 BUCKINGHAM GATE  
LONDON SW1E 6JP

21 March 1994

*Dear Michael,*

**UNAUTHORISED SALE OF TICKETS FOR A DESIGNATED FOOTBALL MATCH**

I am writing on Nick Lyell's behalf in response to your letter of 17 March 1994 seeking agreement to amend clause 112 of the Criminal Justice and Public Order Bill dealing with the unauthorised sale of tickets for a designated football match.

I agree that the proposed amendment is sensible, and am content for it to be taken forward.

A copy of this letter goes to the Prime Minister, all members of EDH and LG, and to Sir Robin Butler.

*Yours ever,  
David*



QUEEN ANNE'S GATE LONDON SW1H 9AT

06 DEC 1993

copy

10/12

Dear Prime Minister

**FOOTBALL HOOLIGANS ABROAD**

At our bilateral meeting last month, you expressed concern at the likelihood that English supporters might cause trouble abroad next year. You asked me to look again at whether it might be possible to introduce further measures in the forthcoming Criminal Justice and Public Order Bill.

As I explained in my letter of 31 August (copy attached), there are considerable technical and presentational difficulties with amending the legislation. The arguments remain the same. Legislation in this area is not easy and we need to make sure we get it right. Any move to legislate in this area is bound to give rise to renewed criticism of the football membership scheme and all-seated stadia and might cause problems for Peter Brooke.

In addition, recent events in Holland and Turkey, where the authorities are alleged to have treated English supporters unfairly, has made it more difficult to introduce measures on football hooliganism in haste: they may be seen as an ill-considered reaction to recent events.

Now that England and Wales have failed to qualify for the World Cup Finals in America, there is likely to be far less pressure on the Government to act quickly. Fewer matches will be played abroad and the only one which causes concern is the game between Germany and England, which is scheduled to take place in Germany on 20 April 1994, the anniversary of Hitler's birth.

I do, of course, share your concerns about the likelihood that this match might provide a focus for extreme groups. However, even if we were to introduce new measures in the forthcoming Bill, they would not be on the statute book in time to affect the outcome of this event.

The Rt Hon John Major, MP  
10 Downing Street  
London SW1

My officials have contacted the Football Association, who are apparently aware of the sensitivity of the date. Officials from the Football Association have already written to the German Football Association raising these concerns. The Germans, too, are alive to the possibilities of trouble and have already switched the venue from Munich to Hamburg. It is not inconceivable that the match might be re-scheduled. I have instructed my officials to liaise closely with the Football Association in this matter. If the match does go ahead, we will also contact the German authorities to see how the British police might assist them with identifying possible troublemakers, particularly those affiliated to right-wing groups.

I share your concern that we need to legislate in this area, but I remain of the view that we need to work up our proposals fully in conjunction with Peter Brooke's review.

*For and  
Michael*

MICHAEL HOWARD



31 AUG 1993

Dear Prime Minister

#### FOOTBALL - COMBINATION OF EXCLUSION AND RESTRICTION ORDERS

Your Private Secretary wrote to mine on 11 August about my proposals to combine the current exclusion and restriction order schemes which are designed to reduce trouble at football matches. I was pleased to learn that you supported this measure. You asked for details of the difficulties which I envisaged in bringing this forward as part of the forthcoming Criminal Justice Bill.

#### Technical difficulties

I fear that the technical difficulties are substantial. Principally, these arise because of the need to combine the provisions created by two separate acts - the Public Order Act 1986 in respect of exclusion orders and the Football Spectators Act 1989 in respect of restriction orders. The relevant part of the 1986 Act, however, is prospectively repealed by the football membership scheme provision in the 1989 Act. This has, of course, never been brought into effect. Nevertheless, I understand that there would be very significant difficulties in trying to amend the 1986 Act without also repealing the football membership scheme provisions.

#### A Way Forward

The football membership scheme is, of course, Peter Brooke's policy responsibility not mine. Peter is conducting a significant review of the 1989 Act as, I understand, he needs to make several changes to it in order to enable the Football Licensing Authority to function more effectively. I have written to Peter suggesting that, given that we are unlikely, in the light of the Taylor Report, ever to want to bring the membership scheme provisions into effect, he might give sympathetic consideration to repealing them. Whilst this would inevitably provoke gloating from some of the Government's critics, we could defend the move by explaining that we were acting in response to a changing climate at football matches and in the interests of protecting our national reputation by taking further measures (the new combined order) to prevent trouble at football matches abroad. We could, I think, gain considerable credit from this. I am told that Peter intends to bid for a legislative slot in the 1994-95 programme for a Bill to amend the 1989 Act and there would be considerable advantage in making the changes which I propose at the same time.

#### Alternatives

One possibility might be to try to bring forward those proposals and include them in the 1993-94 Criminal Justice Bill. Whilst there are considerable attractions in this - not least having the legislation in force before the 1994 World Cup - there are substantial difficulties in trying to move ahead so quickly with technically very complex amendments. We would be open to considerable criticism if,

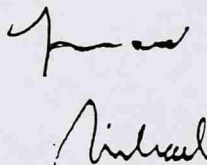
in our desire to legislate quickly, we were to replicate the flaws and deficiencies which appear in the 1989 Act, which itself was prepared very hurriedly. Even if we were to agree this policy now and to work at a top speed, it is unlikely that we would be ready for the introduction of the Bill and would therefore need to introduce these provisions by way of amendment, with all the attendant difficulties of the scope and Parliamentary criticism that would bring.

We have identified one possible way of circumventing these difficulties. That would be to suspend temporarily the restriction order provisions in the 1989 Act and to include the proposals for a new order in the 1986 Act. I do not know if Nicholas Lyell would be happy with such a convoluted way of proceeding and, in any case, it would be obvious that we were avoiding addressing the issue of the membership scheme. We would leave ourselves open to Parliamentary and public criticism and I do not think that this is a realistic way of proceeding.

#### Conclusion

Whilst, therefore, I share your disappointment that we should not include these provisions in the forthcoming Criminal Justice Bill, I reluctantly conclude that the only sensible thing to do is to work up our proposals fully and to await the opportunity which will be presented by Peter's Bill in the 1994-95 legislative programme.

I am copying this letter only to John Wakeham, Tony Newton and Peter Brooke.

A handwritten signature in black ink, appearing to read 'Michael Howard', written in a cursive style.

MICHAEL HOWARD

The Rt Hon John Major MP  
10 Downing Street  
LONDON SW1





1

QUEEN ANNE'S GATE LONDON SW1H 9AT

06 DEC 1993

*Dear Prime Minister*

**FOOTBALL HOOLIGANS ABROAD**

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As I explained in my letter of 31 August (copy attached), there are considerable technical and presentational difficulties with amending the legislation. The arguments remain the same. Legislation in this area is not easy and we need to make sure we get it right. Any move to legislate in this area is bound to give rise to renewed criticism of the football membership scheme and all-seated stadia and might cause problems for Peter Brooke.

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2

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*For and  
Michael*

MICHAEL HOWARD



QUEEN ANNE'S GATE LONDON SW1H 9AT

31 AUG 1993

Dear Prime Minister

### FOOTBALL - COMBINATION OF EXCLUSION AND RESTRICTION ORDERS

Your Private Secretary wrote to mine on 11 August about my proposals to combine the current exclusion and restriction order schemes which are designed to reduce trouble at football matches. I was pleased to learn that you supported this measure. You asked for details of the difficulties which I envisaged in bringing this forward as part of the forthcoming Criminal Justice Bill.

#### Technical difficulties

I fear that the technical difficulties are substantial. Principally, these arise because of the need to combine the provisions created by two separate acts - the Public Order Act 1986 in respect of exclusion orders and the Football Spectators Act 1989 in respect of restriction orders. The relevant part of the 1986 Act, however, is prospectively repealed by the football membership scheme provision in the 1989 Act. This has, of course, never been brought into effect. Nevertheless, I understand that there would be very significant difficulties in trying to amend the 1986 Act without also repealing the football membership scheme provisions.

#### A Way Forward

The football membership scheme is, of course, Peter Brooke's policy responsibility not mine. Peter is conducting a significant review of the 1989 Act as, I understand, he needs to make several changes to it in order to enable the Football Licensing Authority to function more effectively. I have written to Peter suggesting that, given that we are unlikely, in the light of the Taylor Report, ever to want to bring the membership scheme provisions into effect, he might give sympathetic consideration to repealing them. Whilst this would inevitably provoke gloating from some of the Government's critics, we could defend the move by explaining that we were acting in response to a changing climate at football matches and in the interests of protecting our national reputation by taking further measures (the new combined order) to prevent trouble at football matches abroad. We could, I think, gain considerable credit from this. I am told that Peter intends to bid for a legislative slot in the 1994-95 programme for a Bill to amend the 1989 Act and there would be considerable advantage in making the changes which I propose at the same time.

#### Alternatives

One possibility might be to try to bring forward those proposals and include them in the 1993-94 Criminal Justice Bill. Whilst there are considerable attractions in this - not least having the legislation in force before the 1994 World Cup - there are substantial difficulties in trying to move ahead so quickly with technically very complex amendments. We would be open to considerable criticism if,

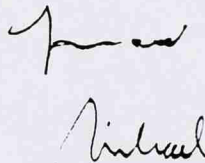
in our desire to legislate quickly, we were to replicate the flaws and deficiencies which appear in the 1989 Act, which itself was prepared very hurriedly. Even if we were to agree this policy now and to work at a top speed, it is unlikely that we would be ready for the introduction of the Bill and would therefore need to introduce these provisions by way of amendment, with all the attendant difficulties of the scope and Parliamentary criticism that would bring.

We have identified one possible way of circumventing these difficulties. That would be to suspend temporarily the restriction order provisions in the 1989 Act and to include the proposals for a new order in the 1986 Act. I do not know if Nicholas Lyell would be happy with such a convoluted way of proceeding and, in any case, it would be obvious that we were avoiding addressing the issue of the membership scheme. We would leave ourselves open to Parliamentary and public criticism and I do not think that this is a realistic way of proceeding.

#### Conclusion

Whilst, therefore, I share your disappointment that we should not include these provisions in the forthcoming Criminal Justice Bill, I reluctantly conclude that the only sensible thing to do is to work up our proposals fully and to await the opportunity which will be presented by Peter's Bill in the 1994-95 legislative programme.

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MICHAEL HOWARD

The Rt Hon John Major MP  
10 Downing Street  
LONDON SW1

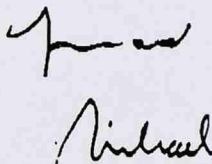
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MICHAEL HOWARD

The Rt Hon John Major MP  
10 Downing Street  
LONDON SW1

CONFIDENTIAL



10 DOWNING STREET  
LONDON SW1A 2AA

*Alc.*  
*f/ Football. pg.*  
SUBJECT ✓  
MASTER  
Filed on:

From the Private Secretary

15 October 1993

*Dear Joan,*

**PRIME MINISTER'S TELEPHONE CONVERSATION  
WITH THE DUTCH PRIME MINISTER, 14 OCTOBER 1993:  
FOOTBALL HOOLIGANS**

The behaviour of English football supporters came up during a telephone conversation between the Prime Minister and Ruud Lubbers on 14 October.

The Prime Minister expressed his sorrow and anger at the behaviour of British football fans in the Netherlands. Lubbers replied in a relaxed way. This had not been a big tragedy. It was the fault of isolated groups of fans. The Dutch were not blaming the British as a whole. The Dutch had managed to keep the situation under control. It had been handled in the right way, which had increased confidence in the police. The whole episode could have been much worse.

I am sending copies of this letter to John Sawers (Foreign and Commonwealth Office) and Melanie Leech (Cabinet Office).

*Yours ever,*  
*Roderic Lyne*

RODERIC LYNE

Miss Joan MacNaughton,  
Home Office.

CONFIDENTIAL

*ct*



→ File

CRL  
R1/9

QUEEN ANNE'S GATE LONDON SW1H 9AT

31 AUG 1993

Dear Prime Minister

**FOOTBALL - COMBINATION OF EXCLUSION AND RESTRICTION ORDERS**

Your Private Secretary wrote to mine on 11 August <sup>see flap</sup> about my proposals to combine the current exclusion and restriction order schemes which are designed to reduce trouble at football matches. I was pleased to learn that you supported this measure. You asked for details of the difficulties which I envisaged in bringing this forward as part of the forthcoming Criminal Justice Bill.

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One possibility might be to try to bring forward those proposals and include them in the 1993-94 Criminal Justice Bill. Whilst there are considerable attractions in this - not least having the legislation in force before the 1994 World Cup - there are substantial difficulties in trying to move ahead so quickly with technically very complex amendments. We would be open to considerable criticism if,

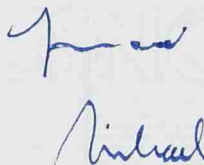
in our desire to legislate quickly, we were to replicate the flaws and deficiencies which appear in the 1989 Act, which itself was prepared very hurriedly. Even if we were to agree this policy now and to work at a top speed, it is unlikely that we would be ready for the introduction of the Bill and would therefore need to introduce these provisions by way of amendment, with all the attendant difficulties of the scope and Parliamentary criticism that would bring.

We have identified one possible way of circumventing these difficulties. That would be to suspend temporarily the restriction order provisions in the 1989 Act and to include the proposals for a new order in the 1986 Act. I do not know if Nicholas Lyell would be happy with such a convoluted way of proceeding and, in any case, it would be obvious that we were avoiding addressing the issue of the membership scheme. We would leave ourselves open to Parliamentary and public criticism and I do not think that this is a realistic way of proceeding.

Conclusion

Whilst, therefore, I share your disappointment that we should not include these provisions in the forthcoming Criminal Justice Bill, I reluctantly conclude that the only sensible thing to do is to work up our proposals fully and to await the opportunity which will be presented by Peter's Bill in the 1994-95 legislative programme.

I am copying this letter only to John Wakeham, Tony Newton and Peter Brooke.

A handwritten signature in blue ink, appearing to read 'Michael Howard', is written in a cursive style.

MICHAEL HOWARD

The Rt Hon John Major MP  
10 Downing Street  
LONDON SW1



HOME AFFAIRS

- CAPITAL PUNISHMENT

Part 6



2-4 Cockspur Street  
London SW1Y 5DH  
Telephone: 071-211 6238  
Facsimile: 071-211 6249

*From the Secretary of State for National Heritage*  
The Rt. Hon. Peter Brooke, CH, MP

C93/4540/8258

The Rt Hon Michael Howard QC MP  
Secretary of State for the Home Department  
Home Office  
50 Queen Anne's Gate  
LONDON  
SW1H 9AT

19 August 1993

*Dear Michael,*

**FOOTBALL HOOLIGANISM: PROPOSALS FOR LEGISLATIVE CHANGE**

Thank you for your letter of 29 July, in which you raised the possibility of abolishing the Football Membership Scheme envisaged under Part I of the Football Spectators Act 1989.

As you know, I am currently looking at ways in which the safety of sports ground legislation might be amended in order to ensure that the Football Licensing Authority (established under Part II of the 1989 Act) may fulfil its remit effectively. A discussion paper has now been circulated at official level to the Home Departments, legal advisers and to the FLA, and a meeting at the end of September will consider the options for legislative change, including the possible repeal of Part I of the 1989 Act. I shall decide shortly thereafter which option is preferable.

I fully support your initiatives to minimise the effects of football hooliganism, and I will ensure that my Department works closely with yours in attempting to resolve our current difficulties.

*Peter Brooke*

PETER BROOKE

*Ms Stewart  
+pps*

*cc Ms Forsyth  
Mr. Chester  
Mr. Wright  
Ms Stewart*

*2/4*

Y SWYDDFA GYMREIG  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switsfwrdd)  
071-270 0538 (Llinell Union)  
Fax: 071-270 0561



WELSH OFFICE  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switchboard)  
071-270 0538 (Direct Line)  
Fax: 071-270 0561

*Oddi wrth Ysgrifennydd Gwladol Cymru*

The Rt Hon John Redwood MP

*From The Secretary of State for Wales*

29 July 1993

*nbpm*

*will attach if required*

*Dear Michael,*

Thank you for copying to me your letter of 12 July to John Wakeham setting out your proposals for further measures to prevent football hooliganism abroad.

I am happy to endorse the proposals you put forward in your letter.

/ Copies of this letter go to the Prime Minister, members of EDH Committee and to the Secretaries of EDH Committee.

*Yours ever*  
*John*

The Rt Hon Michael Howard QC MP  
Home Secretary  
Home Office  
Queen Anne's Gate  
LONDON SW1H 9AT



*WCC*

NORTHERN IRELAND OFFICE  
WHITEHALL  
LONDON SW1A 2AZ

SECRETARY OF STATE  
FOR  
NORTHERN IRELAND

The Rt Hon K Clarke QC MP  
The Home Secretary  
The Home Office  
Queen Anne's Gate  
London  
SW1H 9AT

*nbpm*

13<sup>th</sup> August 1992

*Dear Sir:*

**TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES**

You copied to me your letter of 26 June 1992 to Tony Newton.

I have no objections to your proposals for introducing a Bill in respect of ticket touting in Great Britain.

The problem is virtually unknown in Northern Ireland where football matches rarely draw crowds of sufficient size to generate such unwelcome interest.

*Anthony Clarke*  
*Home Secretary*

HOME AFFAIRS : FOOTBALL PTA

FILE MEM



10 DOWNING STREET  
LONDON SW1A 2AA

*From the Private Secretary*

27 July 1992

Dear Colin,

**TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES**

The Prime Minister has seen the Home Secretary's minute of 26 June and the subsequent correspondence.

Although the Prime Minister believes that additional regulation is, in principal, unwelcome, he accepts that the Taylor recommendations make it difficult not to take action. However, he does not consider the Bill to be a priority and, given the difficulties in finding Parliamentary time, believes that a handout Bill seems a sensible way forward. He understands that the Home Secretary is currently working on such a Bill. He has commented that in drawing up the Bill, care should be taken to ensure that the enforcement provisions are not unwieldy and to minimise the risk of successful amendments on touting outside other sporting occasions.

I am copying this letter to Private Secretaries to members of EDH and to Sonia Phippard (Cabinet Office).

Yours  
Mark

MARK ADAMS

Colin Walters, Esq.,  
Home Office

KK

Prime Minister

contact with Lucy's suggestion below?

PRIME MINISTER

22 July 1992

*MA*  
24/7

BILL ON TICKET TOUTING

(attached)

The Home Secretary has written/proposing a short Bill to prohibit ticket touting in respect of football matches. This would implement the recommendation in Lord Justice Taylor's report on Hillsborough that consideration should be given to creating an offence of selling tickets for and on the day of a football match without authority from the home club to do so.

DISCUSSION

Ticket touts at football matches can create public order problems. They cause obstruction and attract fans without tickets to attend in the hope of getting in. They also sell tickets indiscriminately so that segregation can be undermined. If we fail to take action and there is a further incident as a result, the Government would be criticised.

On the other hand we have some doubts about the proposal on regulatory grounds. It is interventionist and enforcement is difficult (e.g. how do you handle genuine fans selling spare tickets?). There is also a risk that some MPs will try and extend the measure beyond football, for example to Wimbledon, although this is not the Home Secretary's wish.

The Lord President has made it clear that Parliamentary time cannot be found for the Bill in the current session and it is therefore proposed to prepare it as a handout Bill for a private member. This seems a reasonable compromise.

CONCLUSION

If you agree Mark Adams might write round:

\* noting that whilst additional regulation of this kind

is in principle unwelcome the Taylor recommendations on public order grounds make it difficult not to take action at some stage;

- \* equally, it does not seem to be of the highest priority and a handout Bill seems a sensible way forward;
- \* the Bill should be drawn up in a way that minimises the risk of successful amendments on touting outside other sporting occasions (such as Wimbledon) where public safety is not an issue;
- \* care should be taken with the enforcement provisions.

LNR

LUCY NEVILLE-ROLFE

110.LNR





071-828 1884

9 BUCKINGHAM GATE  
LONDON SW1E 6JP

*abpm*

*ce/p*

The Rt. Hon. Kenneth Clarke QC MP,  
Secretary of State for the Home Department,  
Home Office,  
Queen Anne's Gate,  
London, SW1

20 July 1992

*Dear Ken,*

*at flap*  
*we have it (Hidet-tasting)*  
*please by 4/5*  
*will request if required*

Thank you for copying to me your letter of the 26 June 1992 to Tony Newton.

I am content to support your proposal and endorse the view of the Lord Chancellor that any offence should be a summary one. The Crown Prosecution Service provided some detailed comments to your officials on the 4 April 1990 and your proposed formulation of the offence coincides with their preferred option. I take this opportunity of endorsing a point already made by the CPS that we should in drafting the Bill seek to avoid making criminal any bona fide private sale on the match day between friends and relatives. Although it is unlikely that any such transactions would be detected, it is right in principle that legislation should be closely focused on the mischief which it addresses. I am copying this letter to the Prime Minister, Members of LG Committee, David Mellor, First Parliamentary Counsel and the Secretaries to LG Committee.

*Yours ever*

*Nick*

Home Affairs. Foster  
Hooligan 198

*CPD*



*file for now*

HOUSE OF LORDS,  
LONDON SW1A 0PW

15 July 1992

*Dear Kenneth,*

TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES

Thank you for copying to me your letter of 26<sup>th</sup> June 1992 to Tony Newton.

I have since seen his reply of 3 July which considers this issue in business management terms. However I thought you would wish to know, for the record, that I have no objection to the Bill you propose subject to the proviso that the offence should be a summary one and not triable either way.

I am copying this letter to recipients of yours.

*Yours ever,  
James*

The Right Honourable  
Kenneth Clarke QC MP  
The Secretary of State for  
the Home Department  
Home Office  
50 Queen Anne's Gate  
LONDON  
SW1H 9AT



C.P.P.

DEPARTMENT OF NATIONAL HERITAGE  
Horse Guards Road, London SW1P 3AL  
Telephone: 071-270 5925  
Facsimile: 071-270 6026

*From the Secretary of State for National Heritage*  
**THE RT. HON. DAVID MELLOR QC MP**

The Rt. Hon. Kenneth Clarke QC MP  
Secretary of State for the Home Department  
Queen Anne's Gate  
London  
SW1H 9AT

*nbpm*

*17 July 1992*

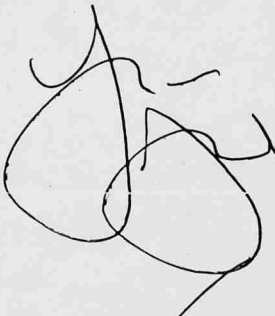
*D. Mellor*

**TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES**

Thank you for sending me a copy of your letter of <sup>Ann</sup> 26 June to Tony Newton. I agree with your proposal to introduce a short Bill this session to prohibit touting in respect of football matches. As you say the discharge of our commitment to introduce such legislation will be looked upon favourably in the football world.

I am copying this letter to all those to whom you copied yours.

DAVID MELLOR



HONG AFFAIRS & FOOTBALL, 1979

GWYDDFA GYMREIG  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switsfwrdd)  
071-270 0538 (Llinell Union)  
Fax: 071-270 0561



*n bpm - file*

*CCO*

WELSH OFFICE  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switchboard)  
071-270 0538 (Direct Line)  
Fax: 071-270 0561

Oddi wrth Ysgrifennydd Gwladol Cymru

The Rt Hon David Hunt MBE MP

From The Secretary of State for Wales

*TH* July 1992

*Zear Kenneth*

*with MA?*

I have seen your letter of 26 June to the Lord President outlining proposals for the early introduction of a short Bill to prohibit ticket touting in respect of football matches.

I am content with, and support, your proposal which will complete our commitment to the introduction of the four new football-specific offences recommended in the Taylor Report and which will provide an additional element of safety at association football matches.

/ I am copying this letter to the Prime Minister, Lord President of Council, members of LG Committee, David Mellor First Parliamentary Counsel, and the Secretaries of the LG Committee.

*Yours ever*

The Rt Hon Kenneth Clarke QC MP  
Secretary of State for the Home Department  
Home Office  
Queen Anne's Gate  
LONDON SW1H 9AT



File

Secretary of State

Dear Max.

We spoke. I am sorry that, in our haste, we left the Am off the copy list. In view of the dear results of consultation, I hope you see no difficulty.

Yours ever,

Nichols

8/7

Told him to proceed



DEPARTMENT OF NATIONAL HERITAGE  
Horse Guards Road, London SW1P 3AL  
Telephone: 071-270 5925  
Facsimile: 071-270 6026

From the Secretary of State for National Heritage  
**THE RT. HON. DAVID MELLOR QC MP**

C92\4105

The Rt Hon Kenneth Clarke QC MP  
Secretary of State for the Home Department  
Queen Anne's Gate  
LONDON SW1H 9AT

7 July 1992

*Ken Clarke*

**RE-EXAMINATION OF ALL-SEATING REQUIREMENT AT FOOTBALL  
LEAGUE GROUND**

As you know, I announced on 4 June that I was re-considering certain aspects of our policy to require all-seater accommodation in grounds in the football league. I set a deadline of 3 July for responses from interested parties.

That deadline has now passed and my consultation has yielded a remarkable convergence of opinion. Those consulted which included the Football Association and League as well as the Football Licensing Authority and the Football Trust, have signalled their support for the retention of all-seating at both Premier League and the new first division clubs. They agree with my judgment that we should relax the requirement in respect of Divisions 2 and 3 (the old third and fourth divisions) but that clubs which retain standing accommodation should be required to improve this where it falls short of acceptable standards of safety.

I propose to announce these conclusions this Friday, 10 July. This follows very rapidly on the completion of the consultation period but, as I say, the responses I have received have not thrown up divergences of opinion which require long and hard consideration. I also want to give clubs as early an indication as possible of how they are to proceed. More work needs to be done on, for example, the future role of the Football Licensing Authority in helping to secure the maximum standing density in retained terraces, but this need not hold us up.

I should be grateful therefore to receive any comments on the attached draft announcement by midday on Thursday 9 July.

I am copying this letter to Michael Portillo, Ian Lang, David Hunt, Tony Newton and Sir Robin Butler.

DAVID MELLOR

*David Mellor*



RE-EXAMINATION OF ALL-SEATING REQUIREMENT: DRAFT ANNOUNCEMENT FOR  
FRIDAY 10 JULY

To ask the Secretary of State for National Heritage, whether he is ready to announce the conclusions of his re-consideration of the all-seating requirements at Football League clubs.

**MR DAVID MELLOR**

I am grateful to all those who have so promptly let me have their views following my announcement on 4 June that I was reconsidering certain aspects of the all-seating requirements. I have been struck by the consistency of the views which have emerged.

I said on 4 June that I was not prepared to review either the principle of or the timetable for all-seating at First Division grounds in the Football League (the new Premier League). This view has been confirmed by the responses I have received and I have decided furthermore in the light of consultation, to continue our existing policy for all-seating for clubs in the present second division (the new first division). Many of these clubs have recently played in the higher division. All of them should aspire to do so. I have no doubt that they will want to prepare themselves to put those aspirations into practice by pressing ahead vigorously with an all-seating policy.

Having considered the submissions made to me, I can confirm that I am prepared to allow some standing accommodation to be retained at grounds in the third and fourth divisions (the new division two and three), but only on terracing which is safe and capable of ultimate conversion to seating. Clubs in these divisions should not see this as an easy option. They will need to ensure

that such accommodation fully accords with the high standards of safety which all spectators have a right to expect.

I continue to expect that the vast majority of clubs throughout the League will see as their ultimate goal the achievement of substantially seated grounds as part of their commitment to the principles of improved spectator safety and comfort defined by Lord Justice Taylor.

PCPU



nbpm

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Kenneth Clarke Esq QC MP  
Home Secretary  
Queen Anne's Gate  
London  
SW1H 9AT

6th July 1992

Dear Ken

**TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES**

I have seen your letter of 25 June to Tony Newton proposing a very short Bill to prohibit ticket touting in respect of football matches.

I have no difficulties with what you propose. I understand from earlier discussion by colleagues of the Taylor recommendations that the cost implications are very small and would be absorbed.

I fully agree with you that we need to avoid widening the Bill to include other sporting events. There is no reason to impose such restrictions outside football, and to do so would interfere with the freedom of individuals to buy and sell tickets as they wish.

Copies of this letter go to the Prime Minister, Members of LG Committee, David Mellor, First Parliamentary Counsel and the Secretaries of LG Committee.

A handwritten signature in cursive script, appearing to read "Stephen Dorrell".

STEPHEN DORRELL

cc 90



005/07/A

PRIVY COUNCIL OFFICE

WHITEHALL, LONDON SW1A 2AT

*Proposition*  
*n bpm*

3 July 1992

*Ken*

**TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES**

Thank you for your letter of 26 June proposing the introduction of a Bill to prohibit ticket touting in respect of football matches.

I do not challenge the proposition that, in an ideal world, it would be worthwhile to legislate in this way, especially given the history of our response to the Taylor recommendations and Sir John Wheeler's Bill. But the reality is that, in present circumstances, there is simply no possibility of accommodating even the very short Bill you propose. I grant that the delay in the Maastricht Bill has meant that we have been under somewhat less pressure in the Commons in recent weeks, but that period is now over: we have only two working weeks until the Summer Recess, and face what is potentially a very busy Parliamentary programme when we resume in October. All our major Bills have to come forward then, and we will also have to re-start the Maastricht Bill when appropriate. I have consulted my business management colleagues and we agree that there can be no question of adding to the programme the Bill you propose, or any other non-essential items which colleagues may put forward.

I am copying this letter to the Prime Minister, members of LG Committee, David Mellor, First Parliamentary Counsel and Sir Robin Butler.

*ev-*  
*Tony*

TONY NEWTON

The Rt Hon Kenneth Clarke QC MP  
Home Secretary  
50 Queen Anne's Gate  
London SW1



QUEEN ANNE'S GATE LONDON SW1H 9AT

26 June 1992

Mr Tony.

### TICKET TOUTING IN RESPECT OF FOOTBALL MATCHES

I am writing to seek your and colleagues' agreement to the quick preparation and introduction this session of a very short Bill to prohibit ticket touting in respect of football matches.

#### Background

You will recall that, in his final report into the Hillsborough Stadium disaster, Lord Justice Taylor (as he then was) recommended the creation of four new football - specific offences: selling tickets for and on the day of a football match without authority from the home club to do so; throwing missiles; chanting racist abuse; and going onto the pitch without due cause. The Government accepted these recommendations and was last year preparing to legislate as soon as Parliamentary time allowed.

This process was overtaken by the introduction of a Private Member's Bill by Sir John Wheeler and his colleagues following the publication of the Home Affairs Select Committee's inquiry into policing football hooliganism. Sir John's Bill encompassed only three of the four proposed offences, omitting ticket touting. The Government tried, when amending the Bill, to include the touting offence but was advised by the House authorities that such an amendment would be outside the scope of the Bill. We therefore retain a commitment to legislate and have said on many occasions that we will do so as soon as Parliamentary time allows.

#### Current position

We are coming under increasing pressure in Parliament and elsewhere to discharge this commitment to legislate. Most recently, Tom Pendry has written to the Prime Minister suggesting that some of the time not required given the withdrawal of the post-Maastricht Bill might sensibly be used for this purpose.

Given that the Government was planning to introduce a Bill creating this offence, instructions to Parliamentary Counsel were drafted. These would suffice for a very short Bill with a minimal amount of topping and tailing. The Home Office is therefore in a position to bring forward revised instructions to Parliamentary Counsel very quickly.

Ticket touting at football matches can, as Taylor recognised, create public order problems. This happens in two ways. First, the presence of ticket touts near grounds can constrict yet further already restricted access routes and act as an unwelcome focus for public order difficulties. Second, and perhaps more important, touts are indiscriminate in their sale of tickets and can easily undermine segregation. The introduction of a short Bill would therefore have positive effects. The Association of Chief Police Officers supports such a measure.

The Rt Hon Tony Newton, OBE., MP.  
Lord President of the Council  
Privy Council Office  
WHITEHALL, S.W.1.

/cont...

### Problems

There are no real problems with the introduction of the offence as recommended by Taylor. The main danger is that there might be attempts to widen the scope of the Bill to prohibit touting at other events. There is a strong lobby, containing the tourist and entertainment industry as well as sport, to prohibit touting not on the grounds of public order, which was Taylor's concern, but, rather, because, as they see it, it is morally objectionable. Wimbledon have tried to stop touting by making it an offence to re-sell tickets. This is currently subject to challenge under European law. We should not wish to go any wider than Taylor's proposal that "it could be made an offence to sell tickets for and on the day of the football match without authority from the home club to do so" (final report paragraph 279) (save for a minor technical point).

### Conclusion

My judgment, therefore, is that we should take advantage of the window of Parliamentary time available to us to enact this modest but positive measure. The Government could gain considerable credit from the football lobby for doing so and it would discharge a commitment on which our lack of action is becoming slightly embarrassing. The measure should be presented as one to deal with public order, and we should resist any attempts to broaden it against ticket touting more generally.

I should be grateful for your and colleagues' agreement to Parliamentary Counsel's preparing such a Bill.

I am copying this letter to the Prime Minister, members of LG Committee, David Mellor, First Parliamentary Counsel and the Secretaries to LG Committee.

A handwritten signature in black ink, appearing to be 'K. Clarke', with a large, stylized initial 'K' and a smaller 'C'.

KENNETH CLARKE

File

CCP



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

The Rt Hon David Mellor QC MP  
Secretary of State for National Heritage  
Government Offices  
Horseguards Road  
LONDON  
SW1P 3AL

3 June 1992

*Dear David,*

*with MA?*

**ALL SEATED REQUIREMENT AT FOOTBALL LEAGUE GROUNDS**

I refer to your letter of 29 May to Kenneth Clarke.

At the time of the Adjournment Debate on the Future of Football on 8 May, Sir Hector Monro and I felt that before taking a decision on whether to extend a review of all-seated requirements to Scotland, we should consult the Scottish Stadia Committee out of courtesy given the comparative lack of criticism of our all-seated policy in Scotland. On reflection, such preliminary consultation might simply delay matters since, irrespective of the views of the Committee, the announcement which you propose to make on 4 June might lead to pressures from some Scottish clubs for a comparable review in Scotland.

Accordingly, I propose to announce by means of a separate Parliamentary Answer on 4 June, subject to the agreement of colleagues, that this review will be extended to Scotland, in order to consider the case for retaining standing accommodation at the 18 designated grounds in the Scottish First and Second Divisions presently required to go all-seated. I attach the Answer which I would propose to make on 4 June to coincide with your announcement, which might be revised to end as follows -

"My Right Honourable Friend the Secretary of State for Scotland is making a separate statement about the position in Scotland."

Like you, I feel that there might be scope to allow our smaller clubs to retain the use of terracing in certain circumstances. However I am particularly concerned that clubs which attract small crowds should not automatically come under this relaxation. We will have to consider the size of the crowd in relation to actual ground capacity and whether for example it would be proper to allow terracing to be retained, subject to its good condition and perhaps a lower maximum standing density.

For my part, I would propose to consult widely in Scotland given the many interested parties involved. However, I am conscious that our football authorities will be preoccupied with matters in Sweden in the next few weeks and for most clubs I imagine that Directors may be unavailable due to holidays etc over the close season. Accordingly, I would suggest that our officials should agree common terms of reference for the review and that consultation should be undertaken as appropriate to end August and thereafter that we work towards a joint announcement as soon as possible thereafter.

I am copying this letter to the Prime Minister, Kenneth Clarke, Norman Lamont, David Hunt, Tony Newton and Sir Robin Butler.

A handwritten signature in cursive script, appearing to read 'Ian Lang', written in dark ink.

IAN LANG



**DRAFT ANNOUNCEMENT ON POLICY TOWARDS ALL-SEATED  
REQUIREMENT AT FOOTBALL GROUNDS**

Q To ask the Secretary of State for Scotland, if there is to be a reconsideration of the present policy towards all-seated requirement at Scottish Football League grounds.

A The Government keeps under continual scrutiny the safety of sports grounds. In recent months, we have been examining the all-seated requirement for those Scottish Football League Clubs with grounds designated in terms of the Safety of Sports Grounds Act 1975 as being capable of holding more than 10,000 spectators.

We have decided that it would be wrong to review either the principle or the timetable for all-seated grounds in the Scottish Premier League or at Hampden Park and Murrayfield. It is essential that those major Scottish grounds should be all-seated, bearing in mind the large attendances frequently attracted to those grounds. It is also essential that our top football clubs meet the all-seated standards necessary to compete in Europe and make full use of the resources available to them to provide grounds to a standard of which we can all be proud.

However, there may be circumstances in which standing accommodation can be retained at those First and Second Division grounds presently required to become all-seated, where average attendances are very low in relation to actual ground capacity. Representations will be invited shortly from a number of interested organisations in a review of all-seated policy for those grounds. No changes in policy will be made unless the Government are satisfied about the safety implications of allowing limited standing accommodation to remain at those smaller grounds.

I will make a further announcement as soon as possible.



QUEEN ANNE'S GATE LONDON SW1H 9AT

3 June 1992

Dear David,

### Review of All-Seating Requirement at Football League Grounds

Thank you for your letter of 29 May providing the opportunity for me to comment on the scope of the re-examination of the all-seating requirement for Football League grounds.

I welcome your proposal and I am quite content with the scope of the review. I would suggest that the announcement might reiterate the Government's continuing support for the principles of spectator safety and comfort which were set out by Lord Justice Taylor in his Final Report.

In the fourth paragraph of your letter you say that the review will examine whether the Football Licensing Authority needs new powers to require terracing to be brought up to a sufficient standard. While there may be merit in providing the FLA with additional powers, safety matters are already addressed by the safety certification procedures of the Safety of Sports Grounds Act 1975 operated by local authorities in accordance with advice contained in the Home Departments' Guide to Safety at Sports Grounds. I think that there may be legal difficulties if the licensing procedures to be introduced by the FLA impinged on the safety issues covered by safety certificates, but I leave you to consider this.

I assume that any new powers you have in mind for the FLA could include extending its role in reviewing the discharge by local authorities of their safety certification functions under the 1975 Act in relation to sports grounds at which designated matches are played. Whilst I have no particularly strong views on this, I wonder whether giving the FLA more "policing" powers is necessary to ensure that local authorities fulfil their statutory duties. This, of course, is a matter for you to consider in the light of the re-examination.

Finally, I realise that as currently drafted, the Football Spectators (Designation of Football Matches in England and Wales) Order 1990 needs to be amended to take account of the newly formed Premier League. However, I would hope that any re-examination of the all-seater policy would not exclude any matches played at the home grounds of Premier or League grounds from the definition of "designated match" as this would have serious ramifications for the use and effect of restriction orders under Part II of the 1989 Act.

I am copying this letter to the Prime Minister, Norman Lamont, Ian Lang, David Hunt, Tony Newton and Sir Robin Butler.

KENNETH CLARKE

The Rt Hon David Mellor, QC., MP  
Secretary of State for National Heritage  
Horse Guards Road  
LONDON SW1P 3AL

PRIME MINISTER

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ALL-SEATING REQUIREMENT AT LEAGUE GROUNDS

As you know, David Mellor has been looking at the all-seating requirement at football league grounds and his letter to the Home Secretary (Flag A) outlines an announcement he hopes to make tomorrow (Thursday).

In summary, he concludes:

- the requirement should be reviewed;
- the requirement should be retained for first division (soon to be Premier Division) and most second division clubs, but reconsidered for second division clubs with low average attendance and all third and fourth divisions clubs;
- it may be useful to make a similar announcement about the position in Scotland at the same time.

However, he intends to make it clear that all clubs should continue to plan on the basis of all-seating being a requirement by the existing stated dates.

Mr. Mellor is trying to push this announcement through quickly, leaving little time to consider what is in fact a potentially large policy change. The Home Secretary has written back (Flag B) with a number of points relating to specific areas which are the responsibility of the Home Office, but broadly supporting the review. As the Home Office no longer hold the policy, this is clearly right as they do not wish to intervene unnecessarily. I have little doubt, however, that they feel privately that the decision is being rushed. I understand Mr Mellor is happy to accept the Home Secretary's suggestions.

File

David/ Thanks - you are right  
but I don't want to discourage Mr Mellor  
Will let him go ahead,

Equally, Ministers in the Scottish Office will not be in a position to make an announcement at the same time, causing them presentational problems as a result.

Finally, it is not even clear that much is being advanced by Mr. Mellor's proposed announcement. It simply confirms that some review is under way (it is already clear from the comments you and he have made) while still requiring all groups to continue to plan for the existing timetable for all-seating stadia. It does not therefore do much to clarify the position.

As there is no strong reason for an announcement to be made now, I believe you should discourage an announcement now. On the other hand, the policy is mainly Mr Mellor's, and he is clearly keen to press on, so you may not wish to interfere.

I could minute to say that you are indeed inclined to review the position, but that you recommend further thought is given before any statement is made.

*Stacey*  
[Duty clerk]

pp MARK ADAMS

2 June 1992

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WYDDFA GYMREIG  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switsfwrdd)  
071-270 0538 (Llinell Union)  
Fax: 071-270 0561

WELSH OFFICE  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 071-270 3000 (Switchboard)  
071-270 0538 (Direct Line)  
Fax: 071-270 0561

Oddi wrth Ysgrifennydd Gwladol Cymru The Rt Hon David Hunt MBE MP From The Secretary of State for Wales

2nd June 1992

*Zer Zadi*

*rhanna?*

I have seen your letter of 29 May to the Home Secretary outlining proposals for a review of the all-seating requirement at Football League grounds in England and Wales.

I am content with the scope and nature of the proposed review of all-seating arrangements at football grounds together with the proposals for announcing the review and subsequent consultations in Wales.

/ I am copying this letter to the Prime Minister, Norman Lamont, Kenneth Clarke, Ian Lang, Tony Newton and Sir Robin Butler.

*I was ever*

The Rt Hon David Mellor QC MP  
Secretary of State for National Heritage  
Horse Guards Road  
LONDON SW1P 3AL

*Zer Zadi*

UNCLASSIFIED

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✓ CPA



Treasury Chambers Parliament Street SW1P 3AG

071-270 3000

Fax 071-270 5456

The Rt Hon David Mellor QC MP  
Secretary of State for National Heritage  
Department of National Heritage  
Horse Guards Road  
London  
SW1P 3AL

2 June 1992

for David

ALL SEATING REQUIREMENT AT FOOTBALL LEAGUE GROUNDS *w/h MA*

Norman Lamont has asked me to reply to your letter of 29 May to Kenneth Clarke in which you seek comments on your proposed announcement to review the requirement for all-seating at Third and Fourth Division football grounds in England and Wales. You leave open the possibility of a joint initiative with Scotland.

2. The idea of a review is sensible. Hooliganism seems to be on the decline, some standing-room terraces at Third and Fourth Division clubs appear to be safe and rapid-exit areas, and the major crowd problems were in the First Division.

3. I note that you also intend to review the August 1994 deadline for Second Division clubs. I agree that this should not be announced at this stage, so as to keep up the pressure on clubs to get ahead with planning for their own contribution to implementing the Taylor recommendations.

4. I am copying this letter to the Prime Minister, Tony Newton, Kenneth Clarke, Ian Lang, David Hunt and Sir Robin Butler.

Yours ever

Michael

MICHAEL PORTILLO



A *depu*

DEPARTMENT OF NATIONAL HERITAGE  
Horse Guards Road, London SW1P 3AL  
Telephone: 071-270 5925  
Facsimile: 071-270 6026

*From the Secretary of State for National Heritage*  
**THE RT. HON. DAVID MELLOR QC MP**

C92\2965

The Rt Hon Kenneth Clarke QC MP  
Secretary of State for the Home  
Department  
Queen Anne's Gate  
London  
SW1H 9AT

29 May 1992

*Dear Secretary of State,*

**ALL SEATING REQUIREMENT AT FOOTBALL LEAGUE GROUNDS**

Following the decision to transfer responsibility for the safety of sports grounds in England and Wales from your Department to mine, and the correspondence between you and Kenneth Baker before the election, I have been looking again at the all-seating requirement at Football League grounds in England and Wales and have concluded that this should be re-examined. In view of the expertise which your Department still retains in this matter and the possible implications for fire safety and public order, I thought it right to give you an opportunity to comment on the scope of the re-examination.

I have come to the view that it would be right to make a public announcement now to remove some of the press speculation about its scope and the damaging uncertainty which this has created in football. It would be particularly convenient to go public next Thursday, 4 June, by means of a Parliamentary Answer and associated Press Notice. I should therefore be grateful for your response by close on Tuesday in order to meet this timetable. I do apologise for the short notice.

During the election campaign, as you know, the Prime Minister made clear that he would consider dropping the requirement at Third and Fourth Division grounds in the Football League, but that he was not prepared to give way on the central recommendations for the First and Second Divisions. The attached draft announcement reflects these views. I am, however, inserting the minor qualification that, in looking again at the policy for all-seating at Third and Fourth Division grounds, we will need to ensure that no anomalies are created with respect to the Second Division clubs, some of which have low average attendances. Although I also intend to examine the timetable for the Second Division Clubs, any public announcement at this stage that the August 1994 deadline might be extended for any or all of those clubs would undermine the progress which is being made by some clubs to achieve it.

Among the related issues which need to be addressed are the scope of the remit of the Football Licensing Authority, whether transitional arrangements are necessary for clubs which are promoted and, if standing accommodation is to be retained, whether the FIA needs new powers to require terracing to be brought up to a sufficient standard.

The announcement is drafted to allow for the possibility of a joint initiative with Scotland. It reflects what I understand to be Sir Hector Monro's position that, if there is to be a re-examination in Scotland, it should be restricted to the First and Second Division clubs and that the Scottish Stadia Committee would first be consulted on the principle. If necessary, however, I shall proceed with my announcement next week for England and Wales only.

I am copying this letter to the Prime Minister, Norman Lamont, Ian Lang, David Hunt, Tony Newton and Sir Robin Butler.

Yours sincerely

David Mellor

DAVID MELLOR

(approved by the Secretary of State  
and signed on his behalf)



DRAFT ANNOUNCEMENT ON POLICY TOWARDS ALL-SEATING AT FOOTBALL GROUNDS

- Q. To ask the Secretary of State for National Heritage, if there is to be a reconsideration of the policy towards the all-seating requirement at football grounds.
- A. The Government keeps under continual scrutiny the safety of sports grounds. In recent months we have been examining the all-seating requirement for Football League grounds in the context of the representations that have been made and our concern to ensure the highest standards of safety that are reasonably practicable given all the factors involved, including the size of particular grounds. League status and the financial health of the clubs concerned. The safety of our sports grounds must, however, remain paramount.

We have decided that it would be wrong to review either the principle or the timetable for all-seating at First Division grounds in the Football League (the new Premier League). It is essential that our top clubs meet the standards necessary to compete in Europe and make full use of the resources available to them to provide grounds of which we can all be proud. We also remain firmly committed to the principle of all-seating for the great majority of Second Division clubs.

There may be circumstances, however, in which standing accommodation can be retained at Third and Fourth Division clubs in the Football League. We also need to consider the position at those Second Division clubs with very low average attendances. Further representations are being invited from a number of interested organisations to assist me in finalising our re-examination of these and related issues. I intend to make a further announcement as soon as possible.

For the time being all Second, Third and Fourth Division clubs should continue to plan on the basis of all-seating being a requirement by the stated dates.

My Rt Honourable Friend, the Secretary of State for Scotland, intends to consult the Scottish Stadia Committee on the question of a reexamination of the all-seated requirement at designated grounds within the First and Second Divisions of the Scottish Football League. The policy for the Premier Division is unchanged.

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# 4/3  
alp



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

1 March 1991

Dear Andrew,

FOOTBALL GROUNDS

Thank you for your letter of 25 February to Colin Walters about the Home Affairs Committee Report recommendation on all-seater proposals for smaller football clubs.

We are currently preparing a full formal response to the HAC Report, and our response on this particular recommendation will need to be resolved in consultation with the Department of Education and Science, and possibly others, including, perhaps the Football Licensing Authority.


Officials will be briefing Lord Ferrers on the Report when he returns to the office on Monday, and arrangements are in hand for Lord Ferrers to meet the Minister for Sport as soon as possible to discuss various issues of common interest arising from the Report, including the recommendation on all-seater requirements for smaller clubs.

Our initial thought, at official level, is that the Select Committee may have assumed that the Government was proposing that clubs with small attendances would be required to convert the whole of their football grounds to seated accommodation. Neither Lord Justice Taylor nor the Government has ever proposed that clubs should plan to provide more seats than the number of spectators they need to accommodate and with the exception of Torquay United, no club using a ground not capable of accommodating 10,000 people is affected by these proposals at all.

What is clear is that even if we maintain that position (and in order to provide a proper level of facility and amenity for spectators it does not seem unreasonable), some clearer and more specific guidance on the practical application of the Government's intentions will be necessary. There is the problem, for example, of the club which normally has an attendance of only 2 or 3000 spectators, but wishes to accommodate 15,000 for a cup tie, with all the potential for disorder that a large crowd can create.

It is likely to be at least a couple of weeks before a proposed response to this recommendation can be agreed by Ministers. I shall write again as soon as we are able to let you know the details of the line which it is proposed to adopt.

I am copying this letter to Mela Watts (Office of the Minister for Sport) and to John Gieve (HM Treasury).

Yours sincerely  
  
MISS H J WILKINSON

Andrew Turnbull Esq CB  
10 Downing Street  
London SW1

Home Affairs: Football PT9



CONFIDENTIAL



AM

10 DOWNING STREET

LONDON SW1A 2AA

*From the Principal Private Secretary*

25 February 1991

*Dear Colin,*

FOOTBALL GROUNDS

Sir John Wheeler sent the Prime Minister a copy of the Home Affairs Committee on Policing Football Hooliganism. The Prime Minister noted the contents but did not offer Sir John any comments.

One of the recommendations of the report is that the proposals for all League grounds to be all-seater should be re-examined for the smaller clubs. I understand that this point was noted in discussions between the football authorities and Treasury on how the money released by the reduction in Pool Betting Duty, which the Prime Minister announced last year when Chancellor, is to be used. The point was made that it was difficult to finalise plans without knowing how the Government intended to respond to this recommendation. I would be grateful for a note on what is proposed.

I am copying this letter to Mela Watts (Office of the Minister for Sport) and to John Gieve (H.M. Treasury).

*Your sincerely  
Andrew Turnbull*

ANDREW TURNBULL

Colin Walters, Esq.,  
Home Office.

CONFIDENTIAL

KW



10 DOWNING STREET  
LONDON SW1A 2AA

*From the Principal Private Secretary*

18 February 1991

The Prime Minister has asked me to thank you for sending him a copy of the Home Affairs Committee's report on Policing Football Hooliganism. He has noted in particular your proposals for relating charges to turnover but has not commented upon it.

Andrew Turnbull

Sir John Wheeler, JP, DL, MP.

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c: wheeler

from The Chairman, Sir John Wheeler JP DL MP

HOME AFFAIRS COMMITTEE

HOUSE OF COMMONS  
LONDON SW1A 0AA  
ENQUIRIES 071-219-5468

*R/2*

*AT/ fl. or Rev. f.*

4 February 1991

HA90/91-195

Rt Hon John Major MP  
Prime Minister  
10 Downing Street  
London SW1

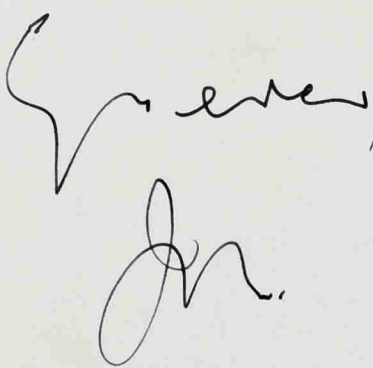
*Prime Minister  
You will find the arguments on  
charging at paras 58-79. Much as I  
like John Wheeler, I think his  
arguments for taking related charges  
for policing are feeble and confused.*

*AT  
8/2*



I appreciate that you will be busy with many other matters, but I am enclosing a copy of my Committee's Report on Policing Football Hooliganism. I know how interested in football you are!

I hope that you may have time to read our recommendations, especially so far as they relate to the method of charging for the police presence at matches.



NBPM *MS*

DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB  
071-276 3000

My ref: M/PSO/30919/90  
Your ref:



17 AUG 1990

*Dear David,*

*set up  
enclosure*

Thank you for your letter of 17 July to Colin Moynihan.

I know that Colin entirely shares your view about the important role played by the National Football Intelligence Unit in Italy. He had the opportunity on a number of occasions to see the work of the team at first hand. He was impressed by the way in which they were able to provide intelligence and information in order to assist their Italian counterparts in a most effective policing operation.

It must be right to build upon this experience. I am grateful to you for indicating that you envisage that the Unit will continue to operate in this way both at home and, for the more sensitive matches, abroad in the future. I am sure that this will be most helpful in connection with the European Championships and the return of Manchester United and Aston Villa to European competitions.

I take your point entirely about the value to the police of information on supporters' travel plans and the role of the travel club membership schemes in providing this information. I understand that both Aston Villa and Manchester United have agreed to sell their ticket allocations for the less sensitive matches through travel club membership schemes. For the more sensitive matches, defined in the light of police advice, they will consider whether they should take any ticket allocations at all.

I am copying this letter to the Prime Minister, Douglas Hurd, Chris Patten and Sir Robin Butler.

*Regards,*

*Rob*

ROBERT ATKINS



The Rt Hon David Waddington QC MP

HOME AFFAIRS. FOOTBOU PT 9







NDM  
AT, (1)  
CEP

QUEEN ANNE'S GATE LONDON SW1H 9AT

17 July 1990

*Colin*

*pop*

Thank you for copying to me your note of 9 July to the Prime Minister on the re-admission of English football clubs to European competitions. We discussed your proposals in the Lobby briefly on 9 July when I confirmed that I was content with them. UEFA have subsequently decided to re-admit English clubs to European competitions and I think we are all glad that they have done so.

I am sure that the downward trend of disorder at domestic games and the generally good behaviour of England supporters in Italy is evidence of the success of the combined effect of all the measures which have been implemented whether locally, nationally or internationally. In Italy, as Robin Ferrers was able to see for himself, the National Football Intelligence Unit played a particularly important role providing both good intelligence and expert advice on the spot. I expect the Unit to continue to operate in this way both at home and, for the most sensitive occasions, abroad in the future. With the prospect of foreign teams coming to England I shall encourage foreign police forces to share intelligence with our own police and, where this seems sensible, to arrange for a small number of their officers to accompany foreign supporters.

To police English supporters abroad effectively it is necessary to be aware in advance of their travel plans. Despite discouragement some supporters will travel anyway. I hope, therefore, that you can educate clubs in the longer term to follow the example of the FA in the World Cup in setting up travel clubs to handle ticket sales and travel arrangements for their supporters.

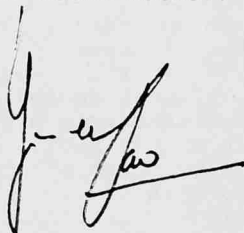
The Hon Colin Moynihan MP  
Minister of Sport  
Department of the Environment  
2 Marsham Street  
LONDON SW1P 3EB

/over

Equally, we should expect responsible arrangements to be made by foreign clubs and their national football authorities for foreign supporters to see their teams compete in England and I would not rule out asking for strong discouragement to be given to the worst fans from travelling at all.

If the UFIU and a small number of operational police officers are to provide intelligence and advice abroad, as was done in connection with the World Cup, on a more regular basis we shall have to see that the costs incurred are met, by and large, by the football clubs or authorities concerned. It is not right that local police authorities, or my Department, should bear these burdens. My officials will be making this message clear to the English football authorities.

I am copying this letter to the Prime Minister, Douglas Hurd, Chris Patten and Sir Robin Butler.





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10 DOWNING STREET  
LONDON SW1A 2AA

*From the Private Secretary*

9 July 1990

**RE-ADMISSION OF ENGLISH CLUBS TO  
EUROPEAN COMPETITIONS**

The Prime Minister was grateful for the progress report which your Minister has prepared and about which she and Mr. Moynihan had spoken by telephone. The Prime Minister is content for Mr. Moynihan to write in the terms proposed to UEFA.

A copy of this letter goes to Stephen Wall (Foreign and Commonwealth Office), Colin Walters (Home Office), Phillip Ward (Department of the Environment), and Sonia Phippard (Cabinet Office).

DOMINIC MORRIS

Ms. Teresa Vokes,  
Department of the Environment.

ds

MR. TURNBULL

I attach Colin Moynihan's report and the proposed letter to UEFA. The "conditions" are framed in his letter as recommendations to UEFA but that is the formal position and in other respects it seems to stick closely to your summary which the Prime Minister approved over the weekend. On that basis I have told Teresa Vokes that unless they hear to the contrary from us, they can fax the letter as drafted to UEFA first thing tomorrow morning UK time.



DOMINIC MORRIS

9 July 1990

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CCP  
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**PRIME MINISTER**

**RE-ADMISSION OF ENGLISH CLUBS TO EUROPEAN COMPETITIONS**

As you are aware, English league clubs have been banned from participation in European competitions since 1985. That ban followed the disaster in which 39 people were killed at the Heysel stadium before Liverpool played Juventus in the 1985 European Cup Final.

The Football Association applied for re-admission in the 1988/89 season. However, following serious incidents of violence involving English supporters at the European Championships in West Germany in 1988, I persuaded the FA to withdraw their application. No application was made for the 1989/90 season. In response to an application for admission to the 1990/91 competitions, the European governing body (UEFA) have indicated that, subject to the Government's views, they would be prepared to allow Aston Villa and Manchester United to compete.

I held a meeting with the President of UEFA on 12 May at which I agreed to present a Report setting out the Government's views when we were in the position to assess the behaviour of English supporters during the 1989/90 domestic season and during the World Cup Finals in Italy. I am now in a position to present that Report.

The figures for the domestic season, prepared by the Association of Chief Police Officers, are now to hand. They present a moderately encouraging improvement in that arrests are down by 9% and ejections from grounds are down by 13%. These results follow the continued implementation of the detailed package of measures which have been put in place following detailed discussions over the last few years with the Football Authorities and the police.

In the context of the World Cup Finals, you will be aware that after many months of detailed discussions with the Italian Government, the local authorities and the police, and with the organisers of the World Cup, I suggested some 120 measures designed to prevent or contain violence in Italy. The most significant of these was the ban on the sale of alcohol before, during and after the matches in which England participated.

Regrettably, in spite of our close co-operation there were two serious incidents which required strong action by the Italian police. These occurred in Cagliari just before the game against Holland and in Rimini the day before the game against Belgium. In both cases, swift and effective action by the police contained the situation and prevented it from escalating into

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large scale violence. The success of the Italian police in containing these incidents was in large measure due to the effective liaison with the National Football Intelligence Unit, which was able to provide advance warning on both the location and timing of the incidents.

To sum up on the World Cup Finals, the vast majority of English supporters behaved responsibly. As compared to 372 arrests in 6 days in West Germany in 1988 there were 66 confirmed arrests in the space of 5 weeks, many for offences quite unrelated to the football. In addition, 238 people were expelled from Italy following the incident at Rimini, of whom it has since been confirmed that more than half have criminal convictions for public order offences.

In the light of the behaviour during the domestic season and during the World Cup Finals, we must now decide what should be our response to UEFA regarding the re-admission of English Clubs to European competitions. It is clear that UEFA will not re-admit English clubs without the backing of the Government. In the past, they have insisted on guarantees of good behaviour from the Government. However, they now accept my advice that it is impossible for Governments to guarantee the behaviour of citizens abroad and appear likely to agree to re-admission if they are satisfied that every possible measure to deter hooliganism has been put in place.

We therefore appear to have three options:

- (i) to refuse to endorse the application for re-admission;
- (ii) to give unqualified support for re-admission in the light of the gradual improvement on the domestic front and a relatively quiet World Cup;
- (iii) to give qualified support for re-admission on a trial basis subject to serious caveats about measures which would have to be put in place to try to ensure good behaviour.

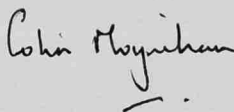
In my view, to refuse point blank would be politically unattractive, not least because it would be highly unpopular in the light of England's success on the field and the fact that they won the award for good behaviour. It might also wrongly suggest to the world at large that 5 years of effort on the part of the Government had proved to be futile.

I do not believe that it would be possible to give unqualified support because in spite of the gradual improvements in behaviour at domestic matches and the relatively trouble free World Cup, it has to be admitted that these have been achieved only because of intensive measures on the part of Governments and the police.

My preferred option therefore would be to indicate that the decision about re-admission is entirely one for UEFA but that the Government would not oppose re-admission on a trial basis for one year subject to a number of caveats. We would have to make a clear recommendation that away supporters should be strongly discouraged from attending sensitive matches. Since it would be impossible to enforce this completely, we would have to suggest that host countries should put in place the sort of measures which have proved successful during the World Cup Finals. These would include restrictions on the sale of alcohol and intensive co-operation between football authorities, the police forces and the Governments of the host countries.

I enclose a copy of the letter I propose to send to the President of UEFA.

I am copying this letter to Douglas Hurd, David Waddington, Chris Patten, with whom I have discussed this briefly, and Sir Robin Butler.



COLIN MOYNIHAN

9 July 1990

**DRAFT LETTER TO LENNART JOHANSSEN ESQ, PRESIDENT, UEFA**

When we met on 12 May 1990 to discuss the question of the readmission of English Football League Clubs to European competitions, you asked me for the views of the Government. I made it clear that I did not believe it wise to express a view until I had the opportunity to study the reports on the behaviour of English supporters during both the 1989/90 domestic season and the Finals of the World Cup. I undertook to provide you with a report as soon as I was in a position to do so.

I enclose a factual report which I hope your Executive Committee will find helpful. In drafting this, I have been heartened by the exemplary behaviour of the England players who won the Fair Play Award and of those thousands of English supporters who contributed to a relatively peaceful World Cup. The report provides an up to date account of the measures against spectator violence which the British Government, the police and the football authorities have already put in place or are planned since I last reported to you. In addition, it gives an account of the numbers of ejections from football grounds and arrests in and around football matches. I am pleased to say that taking account of increased attendances over the previous season, these fell by 13% and 9% respectively.



The report also sets out the many measures which we have taken to co-operate with other Governments and to assist the Italian authorities before and during the World Cup Finals to contain and where possible to prevent the problems of football hooliganism which affect the game in many countries. Where serious incidents did occur, thanks to the months of intensive preparation with the Italian authorities, the police were able to take fast and effective action which prevented the violence from escalating.

It is, of course, true that many of the measures which had to be adopted caused inconvenience and irritation to the Italian public and to ordinary football supporters. Regrettably, this was the price which had to be paid to contain provocation and hooliganism to a minimum during the 1990 World Cup Finals. The crucial objective has been to isolate the hooligans, to ensure that they received appropriate punishment where criminal charges were substantiated and to remove from the scene those whose behaviour would otherwise detract from the peace and enjoyment of others.

You will also be aware that under the Chairmanship of my Department, the Standing Committee of the European Convention on Spectator Violence has taken the lead internationally in identifying a whole range of measures to bring about improvements in crowd control and safety. Additionally our experience during the World Cup has demonstrated that advice and intelligence

provided through effective police liaison can have an important effect in anticipating and reducing trouble. The establishment of the National Football Intelligence Unit proved invaluable in this respect. Swift and comprehensive policing and other safeguards such as the use of closed circuit television, crowd segregation and alcohol bans, backed up by international co-operation and liaison now have a proven effect in deterring and containing soccer violence.

The improved position by comparison with the behaviour of supporters at many previous international games, should never lead anyone to be complacent. Without doubt, the relative peace during the World Cup was only achieved by the firm application of pre-determined measures and at considerable cost in terms of financial and manpower resources.

I have always made it clear that in my view the decision about re-admission of English Clubs is entirely one for UEFA. When we met in May, I also told you that no Government can give any guarantees about the behaviour of its citizens at home or abroad. That remains my position. What we have learned since 1985 and in particular during the World Cup is that careful preparation and international liaison can produce a package of measures which can have a significant effect on the behaviour of spectators. In this context, an additional major deterrent is provided by the provisions of Part II of the Football Spectators Act introduced

by the British Government this year. Under the powers provided by that Act, courts in this country can now place restriction orders on those who have been convicted of football-related offences at home or abroad. This will have the effect of preventing them from travelling abroad on the days on which designated football matches take place in other countries.

In the light of the lessons learned and the recognition that soccer hooliganism is a problem common to many member countries of UEFA, the Government has concluded that the facts no longer justify a blanket ban on English Clubs. The Government would not therefore object if UEFA were to decide to re-admit English clubs to European competitions on a limited basis for a one year trial period subject to a number of caveats. In saying this, I am greatly reassured by the positive attitudes adopted by Manchester United and Aston Villa, the prospective candidates for the re-admission. Their promised co-operation will, I am certain, go a long way to ensuring that, should they be re-admitted, their participation would be beneficial to the European competitions.

In particular, we recommend that at matches considered by the clubs involved, local police and UEFA officials to be "sensitive", everything possible should be done to prevent away supporters from attending. In addition, we recommend that UEFA should undertake to secure that a tough package of measures, such as those adopted in the World Cup, be put in place designed to

prevent hooliganism from occurring. Such measures will inevitably have serious implications both for the football authorities in host countries and also for the Governments and police forces of those countries.

If your Executive Committee were to decide to re-admit English Clubs, we would, of course co-operate to the fullest extent with the authorities of those countries where English clubs were involved.

**COLIN MOYNIHAN**

## UK GOVERNMENT ACTION ON FOOTBALL HOOLIGANISM SINCE 1985

The UK Government and police have taken action on many fronts:

- there have been consistent improvements in policing of football matches in recent years including through the greater use and quality of closed circuit television, including colour, and this has been given fresh impetus following Lord Justice Taylor's report on the Hillsborough Stadium disaster published in January 1990;
- the Sporting Events (Control of Alcohol etc.) Act 1985, restricts the sale of alcohol in football grounds and bans its sale on transport to matches. It is an offence to take cans or bottles into grounds;
- the Public Order Act 1986 has been extended to give the courts powers to make an exclusion order against any person convicted of a football related offence; exclusion orders are copied to all police forces and prevent the named troublemaker from entering any ground, anywhere in the country;
- the Public Order Act 1986 provided for the new offence of disorderly conduct and revised other more serious public order offences. Possession of smoke bombs and fireworks at or on entry to a football ground is an offence;
- courts in England and Wales can now consider imposing restriction orders on those convicted of football related offences (the appropriate provision of the Football Spectators Act came into force in April 1990) to prevent them from attending key matches abroad, for up to 5 years if the person was sent to prison;
- we have from 1 June 1990 had the power to recognise similar convictions in Scotland and Italy, as a basis for making a restriction order in England and Wales;
- the National Football Intelligence Unit was set up in 1989 and provides an effective national source of information and intelligence on football hooligans;
- the British police have been active in the EC law enforcement group (TREVI) to promote effective international police co-operation for football;
- we have played an important role, through the Department of the Environment's chairing of the official level 'Standing Committee of the European Convention on Spectator Violence' in identifying anti-hooliganism measures and in securing a recommendation to member states urging tough action against hooliganism, including prosecution where appropriate.

WORLD CUP: MEASURES TO MINIMISE VIOLENCE

1. Measures implemented by the Italian authorities for the World Cup included:

- prosecution of those who broke Italian law and the sending home of others who were engaged in anti-social behaviour;
- considering refusing entry to certain convicted football hooligans forwarded to the Italian Interior Ministry by the Home Secretary;
- segregating English and Dutch supporters on the ferries to Sardinia from Genoa and allowing no one on board carrying alcohol or weapons. There were between 60-100 police on board each ferry and captains were instructed to ensure that the ferries were dry in Italian territorial waters;
- staggering charter flight times where practicable to minimise the opportunity for rival supporters to mix at Italian airports;
- policing of potential flash points for example, at the ports and motorway service areas;
- segregating the stadia for the England matches with all England supporters being accommodated in one area of the ground to include seats for tickets at all prices and separated by a security cordon from the rest of the ground;
- alcohol bans were imposed in town centres of 'high risk' cities and in neighbouring resorts where supporters might be staying both on the day of the match and before if necessary;

2. In addition the following measures were taken by UK authorities and transport operators:

- an official working group, chaired by my officials and comprising Government Departments, the police and the Football Association set up to co-ordinate the UK safety and security preparations for the tournament met regularly between June 1989 and the finals. Among the issues the group worked on were ticket sales, travel routes, ferry services, ground security and segregation, alcohol restrictions, information and advice to supporters and police arrangements;
- there was an alcohol ban on whole plane football charters to the World Cup - neither duty free sales nor bar service were allowed;
- airline operators were asked to impose alcohol restrictions on mixed charter flights carrying football supporters to the World Cup;
- there was an alcohol ban on designated trains leaving London for the Channel ports and on special trains coming into London from the north of England;

- arrangements were made for Channel ferries to be diverted back to the UK if football supporters on board become disorderly;

- a police liaison team was sent to Italy at the request of the Italian authorities and provided important information and intelligence which enabled the Italian police to display their resources more positively and effectively, anticipating incidents and preventing them from developing.

- the UK Government and police gave publicity to warn and deter potential football hooligans. This included publicity on various initiatives such as exclusion from Italy, close scrutiny of football supporters leaving England for Italy, and a special telephone number (UK 071 230 5340) for members of the public to volunteer information to NFIU on suspected football hooliganism.

Paras message to Mr Moynihan

AT 2/7

PRIME MINISTER <sup>①</sup>

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#### ENGLISH FOOTBALL CLUBS AND EUROPE

The point is approaching where the Government needs to declare its hand on whether it supports the return of English Football Clubs to the European competitions. Mr Moynihan has to put a report to UEFA on Wednesday, when it will be taking a decision. There will be only two clubs eligible next year, Aston Villa and Manchester United. Liverpool still have to serve an additional disqualification.

Carolyn Sinclair's note attached sets out the way Mr Moynihan is thinking. Before submitting his draft to you on Monday, he would welcome a steer. There are three options:

- a. unconditional return;
- b. readmission for one year in the first instance, subject to certain conditions such as a ban on away supporters;
- c. argument that return is still premature.

Mr Moynihan feels

- i. progress has been made in reducing hooliganism in Britain;
- ii. the Football Supporters Act and the measures stemming from the Taylor Report provide a programme for tackling the twin problems of hooliganism and safety;
- iii. the conduct of supporters in Italy was not perfect but was a great deal better than might have been feared. There was virtually no trouble inside any of the grounds. Outside the grounds, the arrests made were not out of line with those for some other countries;



iv. the play and conduct of the English team (their disciplinary record was one of the best) has won a great deal of admiration. There would be political difficulties in standing against this tide;

He is therefore minded to recommend readmission subject to conditions.

What view do you take?

Comm (ii)

AS

—  
ref

ANDREW TURNBULL

6 July 1990

c:\pps\football.eam

5 July 1990

FOOTBALL: READMISSION OF ENGLISH CLUBS  
TO EUROPEAN COMPETITION

UEFA will be deciding on Wednesday 11 July whether or not to readmit English clubs to European competition matches. They have indicated that if the British Government agrees, they would be willing to allow Aston Villa and Manchester United to compete in the 1990-91 season. Colin Moynihan is preparing a report to UEFA which should reach No. 10 on Friday or Saturday.

The report will survey the behaviour of English football fans

- at home during the last season;
- in Italy during the World Cup.

Behaviour at home

The figures for last season show a marginal improvement: arrests down by 4% (total = 6000) and ejections down by 8% (total = 7000).

Behaviour in Italy

The Italian police have contained the problem, and there have (as yet) been no serious outbreaks of violence involving English spectators. Leaving aside the 200 odd English fans who were deported from Italy (half of whom had criminal records), fewer English fans have been arrested than Germans and Italians over the four week period.

Colin Moynihan is minded to conclude in the report:

- that the decision is entirely one for UEFA; but
- the UK government believes that readmission for a trial period would be right, subject to a number of important caveats such as
- a ban on all away supporters at sensitive matches
- bans on alcohol
- close co-operation between football authorities and police in the countries involved.

In other words, we would say 'yes' not because the problem of football violence has been solved (it has not), but in recognition of the progress made as a result of determined efforts by both the British and Italian authorities. The message would be clear: countries which failed to take the necessary steps to contain football violence should not be surprised if English fans cause trouble.

#### Comment

There are two other options:

- to say 'yes' unreservedly
- to say 'no'

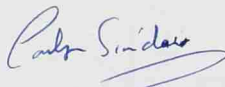
It does not seem possible to say "yes" unreservedly given that Colin Moynihan has already told UEFA that the Government's view will depend on the behaviour of English fans during the domestic season, as well as during the World Cup finals

in Italy. As noted, behaviour at home has been only marginally better.

Equally, saying "no" would be excessive. The domestic position had not deteriorated, and it looks as though some other fans behaved at least as badly as the English in Italy.

### Conclusion

Colin Moynihan has yet to clear his lines with Chris Patten. But assuming that the latter agrees, there is much to be said for saying "yes" to readmission while strongly recommending that the kind of measures adopted by the Italians are put in place for sensitive games.



CAROLYN SINCLAIR



DAS

10 DOWNING STREET

LONDON SW1A 2AA

*From the Principal Private Secretary*

11 May 1990

*Dear Colin,*

FOOTBALL: WEEKEND DISTURBANCES AT BOURNEMOUTH AND ELSEWHERE

The Prime Minister has seen the Home Secretary's minute of 9 May. He also reported on the subject to Cabinet yesterday. She welcomes the undertaking which the Home Secretary has extracted from the Football League that in future it will act upon any police request to reschedule matches. The Home Secretary pointed out to Cabinet that a similar undertaking had been given in 1984 and that it was therefore essential to ensure that the football authorities delivered on their promise this time. The Prime Minister has noted that the Football Association is conducting an investigation. She has noted also the Home Secretary's view that there would be no advantage in asking Lord Justice Taylor to reconvene his inquiry.

I am copying this letter to Tim Sutton (Lord President's Office), Phillip Ward (Department of the Environment), Jim Gallagher (Scottish Office) and to Sir Robin Butler.

*Yours sincerely*  
*Andrew Turnbull*

ANDREW TURNBULL

Colin Walters, Esq.  
Home Office

16



PRIME MINISTER

FOOTBALL: WEEK-END DISTURBANCES AT  
BOURNEMOUTH AND ELSEWHERE

Prime Minister  
Home Sec has extracted a promise  
from the Football League that will  
comply with police requests for postponements/  
re-scheduling. Football Association is  
conducting an enquiry. In these circumstances  
he sees no gain in bringing back  
Lord Justice Taylor. I think this is  
right. If his approach was unsound last  
time, he is unlikely to do better this time

Content

AT 9/5

Yes not

After the disgraceful scenes of football hooliganism in Bournemouth and elsewhere over the May Bank Holiday week-end, I called in the football authorities yesterday to account in particular for their failure to accept repeated police requests to re-schedule the Bournemouth versus Leeds United fixture.

2. I told them that it was unacceptable to ignore advice from a Chief Constable, based on hard facts, that a particular fixture ran a high risk of serious disorder. I made plain that it was their public duty to act on such advice, that the public and the Government would not tolerate any repetition of their behaviour over the scheduling of fixtures, and that I required of them that they should urgently work out with the Association of Chief Police Officers effective arrangements for obtaining police advice about fixtures.

by all  
accounts  
very  
plain

3. The Football League, represented by Mr Fox, Chairman, and Mr Sandford, Chief Executive, accepted with some reluctance that they had been wrong to ignore the request from the Dorset Police, and agreed to put in place straightaway the consultation arrangements for which I had asked. The League were left in no doubt that they would be expected to heed the advice of the police on all occasions and to act upon it. They agreed to this.

4. Mr Kelly, Chief Executive of the Football Association, said that a full internal investigation by the Association would be held into the circumstances leading to the week-end's events in Bournemouth. I understand that it is within the power of the Association to impose sanctions on the League for its lack of

response to the police request, or on Leeds United for the behaviour of its supporters, or on both, but nothing I saw yesterday leads me to expect any firm action from that organisation.

5. The disorder in Bournemouth last week-end was entirely predictable, given the conjunction of the nature of the fixture and the holiday period. The police planned well in advance to prevent and contain violence. They responded admirably in the event by protecting the public and apprehending the hooligans. I have arranged for the local magistrates to be reminded informally of the full range of penalties provided by the law, including those recently brought into effect under Part II of the Football Spectators Act 1989, and for the desirability of justice to be seen to be swift. The hooligan outbreaks at Bournemouth stemmed directly from the irresponsibility of the football authorities in overriding police advice. The lessons to be learned are for those authorities. At my meeting with them yesterday they demonstrated a belated willingness to accept their responsibility and act upon it.

6. I have considered whether Lord Justice Taylor might be asked to reconvene his inquiry, but have concluded that this would not be wise. I think it unlikely that Lord Justice Taylor would change his view of a statutory membership scheme, since he would be able to point to the fact that hundreds of hooligans from Leeds travelled to Bournemouth without hope of admission to the match. Reconvening the inquiry would also run the risk of exposing the police to criticism. You will recall that many in the police service felt that the Taylor inquiry was unduly harsh in its criticism of police actions taken in exceptionally difficult circumstances. In any case, we know what went wrong on this occasion and the football authorities have undertaken to put things right for the future. I shall hold them to that promise.

3.

7. I am copying this minute to Geoffrey Howe, Chris Patten, Malcolm Rifkind and Sir Robin Butler.

A handwritten signature in blue ink, appearing to be 'JH' or similar initials, located in the center of the page.

9 May 1990



  
MR MORRIS

Colin Moynihan rang me from Rome this morning to brief me on the line he is taking on the possibility of English clubs being re-admitted to UEFA and on preparations for the World Cup.

Privately he does not think there is any chance of English clubs being re-admitted to Europe next season. The events of the weekend had further damaged those chances. But he does confess to a slight fear that money might talk louder and the financial attractions of major English clubs like Liverpool playing in Europe might overcome common sense.

For this reason he is making it clear, in advance of a UEFA meeting at Wembley next Saturday (when the English Cup final is played) that our long held position is as follows:

We have always taken the view that the return of English clubs to Europe next season would be conditional upon the behaviour of fans during the English season and throughout the World Cup in Italy next month. To take a decision before the World Cup would not have British Government support. The British Government could not give its blessing for the return of English clubs to Europe until the World Cup was over and English fans have returned home.

So far as the World Cup is concerned he is pressing the Italians on four points:

- alcohol restrictions on 14-hour ferry journeys from the mainland to Sardinia
- ticket sales
- police support
- conviction of English fans for offences in Italy.



BERNARD INGHAM  
May 8, 1990

FILE VLB



10 DOWNING STREET

LONDON SW1A 2AA

3 May 1990

From the Principal Private Secretary

Dear Alan,

Football Licensing Authority

The Prime Minister has seen your Secretary of State's minute of 1 May. She agrees that, in the light of the way the Football Spectators Act 1989 is now to be implemented, it makes sense for responsibility for the FIA to be transferred to the Home Office.

I am copying this letter to John Gieve (H.M. Treasury), Colin Walters (Home Office), Stephen Williams (Welsh Office), Jim Gallagher (Scottish Office) and to Sir Robin Butler.

Your sincerely  
Andrew Turnbull

(ANDREW TURNBULL)

Alan Ring, Esq.,  
Department of the Environment.

A



Prime Minister  
Carter?

AT  
115

PRIME MINISTER

FOOTBALL LICENSING AUTHORITY

Yes no

I am writing to seek your approval to the transfer of responsibility for the Football Licensing Authority (FLA) to the Home Office, following the decision not to proceed with implementation of the national membership scheme in the light of Lord Justice Taylor's final report into the Hillsborough Stadium disaster.

You will recall that the Football Spectators Act 1989 provides for a new non-departmental public body, the FLA. Its primary role was to have been to ensure that football clubs were operating the national membership scheme effectively. Following the decision not to proceed with the scheme, the FLA's responsibilities are to operate the licensing scheme for grounds at which designated matches are played, advise the Government on the introduction of all-seated accommodation at Football League grounds and at the national stadia, and supervise local authorities' exercise of their safety functions at those football grounds covered by the Safety of Sports Grounds Act 1975. These are issues for David Waddington and the establishment and operation of the FLA falls to his Department. David would welcome this transfer and Peter Walker and Malcolm Rifkind are content.

David and I are in agreement on the transfer of PES provision for the FLA and John Major is content with these arrangements.

If you are content, the transfer of responsibility will be arranged by administrative action since the establishment of the FLA is vested in "the Secretary of State" at large under the Football Spectators Act 1989.



I enclose a copy of a draft answer announcing this transfer of responsibility which, if you are content, I intend to give in response to an arranged Parliamentary Question.

I am copying this minute to John Major, David Waddington, Peter Walker, Malcolm Rifkind and Robin Butler.

PPA CP

A handwritten signature in dark ink, appearing to be 'CP', written over the printed initials 'CP'.

1 May 1990

(Approved by the Secretary of State  
and Signed in his Absence)

WHEN DOES THE SECRETARY OF STATE FOR THE ENVIRONMENT EXPECT THE FOOTBALL LICENSING AUTHORITY TO BE ESTABLISHED?

Responsibility for the establishment of the Football Licensing Authority has been transferred to my Rt hon and learned Friend the Home Secretary who made a Commencement Order on 21 March providing for the FLA to be set up on or after 1 June 1990.

*mt*



CONFIDENTIAL

NBPM  
RT 1714

*elf*

2 MARSHAM STREET  
LONDON SW1P 3EB  
01-276 3000

My ref:

Your ref:

The Rt Hon Malcolm Rifkind QC MP  
Secretary of State  
Scottish Office  
Dover House  
Whitehall  
LONDON  
SW1A 2AU

17 April 1990

*In Rubish.*

**TAYLOR REPORT**

Thank you for sending me copies of your letters of <sup>8</sup> and 26 March. I have seen David Waddington's reply of 30 March, Richard Ryder's reply of 29 March and Michael Forsyth's announcement of 5 April following his meeting with the Scottish football authorities.

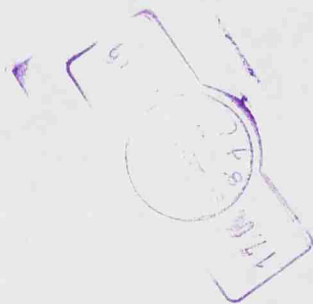
I was delighted to see from Michael's announcement that Premier Division clubs will be expected to meet the Taylor deadline of August 1994 for all-seating and that all other football grounds designated under the Safety of Sports Grounds Act 1975 will be expected to be all-seated by the Taylor deadline of August 1999. I fully endorse the difficulties, as set out in David's letter, which would have been created if a different timetable had been announced in Scotland. I am sure it is right to proceed both north and south of the border on the same overall timetable while allowing scope for individual clubs to depart from the proposed timetable in the circumstances outlined in David's letter.

I am copying this letter to the Prime Minister, David Waddington, Peter Walker and Richard Ryder.

*Chris Patten*

CHRIS PATTEN

HOME AFFAIRS: football, PTA.





NDPm  
AT 3013  
ccl/a

QUEEN ANNE'S GATE LONDON SW1H 9AT

30 March 1990

**TAYLOR REPORT**

You wrote to me on 8 March and on 26 March about the timing of the Taylor Report recommendations on all-seated accommodation at Scottish football grounds and at Murrayfield. I delayed responding to you at Treasury request, until after the budget.

In a sense this is still an interim response. We are waiting for a meeting with the Football Association and Football League in England and Wales. Their initial reaction to the report has so far been supportive. They are hurt by some of the criticism but appear to accept its recommendations, at least in principle. We have not yet had discussions with representatives of the other sports. Nevertheless, I think that I can respond to your proposals fairly conclusively.

I had hoped that you would have changed your view given the prospect of additional funds for football clubs for ground improvements if, as seems likely, an agreement can be reached between the pools promoters and the Football Trust to give effect to John Major's proposal on pools betting tax. In my view the economic arguments for treating Scottish football differently are now considerably diminished. I would like in this letter, however, to restrict myself to safety issues.

I must say at the outset that I would be most unhappy if any general dispensation were given to Scottish football clubs to depart from the timetable proposed by Lord Justice Taylor for the introduction of all-seated accommodation at football grounds. The Taylor recommendations are made on grounds of safety. They will undoubtedly cause difficulties in some cases and those difficulties are likely to be as great for particular clubs south of the border as in Scotland. If we are to depart from the

/Taylor recommendations

The Rt Hon Malcolm Rifkind, QC, MP  
Secretary of State  
Scottish Office  
Whitehall  
LONDON SW1



Taylor recommendations it will, in my view, need to be a very considered decision either applied to all of Great Britain, if we are proposing a general move away from the timetable, or applied on a consistent basis to all clubs if what we are considering is a departure from the recommendations in special cases. I do not think that we can argue that safety considerations vary significantly from one part of the country to another.

Can I explain first how we are thinking of proceeding south of the border. You know that we intend to use the Football Licensing Authority to bring about all-seated accommodation through the proposed Football Licensing scheme at grounds at which matches are held which are designated matches under the Football Spectators Act 1989. Our present intention is to designate any match in a UEFA competition or involving a team representing a club which is a member of the Football League or an overseas club held (in each case) at a ground designated under the Safety of Sports Grounds Act 1975 or a ground which is normally used by a Football League club (there is in fact only one league club, Torquay, using a ground which is not so designated). We do not propose at present to require licences for matches held at designated grounds where neither team is a member of the Football League or a foreign club, nor to impose the all-seated accommodation criteria to those matches.

Can I now comment on the Taylor recommendations themselves. Taylor's Recommendation 2 is based on paragraph 82 of the final report which refers to the FIFA resolution passed in July 1989 that from 1993 all high risk matches, as defined by UEFA, should be held only in all-seater stadia. The football authorities in England and Wales appear to have accepted this position. We propose to require all-seated accommodation at grounds which seek a licence to hold UEFA matches from 1993, because in practice this should already be required by the football authorities themselves. Though this is one of the issues for discussion with the football authorities, their interpretation of the FIFA/UEFA requirements will presumably apply to Scotland as elsewhere.

For matches involving first and second division clubs in England and Wales, we see at present no reason to depart from the recommendations in Taylor's Recommendation 3 of all-seated accommodation to be achieved by August 1994. I do not think that we would wish to concede any departure from the proposed timetable and I would hope that you would feel able to hold your hand in respect of the premier division of the Football League in Scotland.

You mention the first and second divisions of the Scottish League. As I read Recommendations 3 and 4 of the Taylor report,

/no specific

no specific mention is made of these two divisions and our own thoughts were that these should be regarded in the same category as the third and fourth divisions of the Football League in England and Wales. If this is the case, Recommendation 4 applies which means that these clubs would not be required to achieve all-seated accommodation before August 1999. There might even be a case for arguing that Scottish second division clubs should, be regarded as akin to English and Welsh non-league clubs, to whom we do not propose at present to apply by law the Taylor recommendations on all-seating. But even if they are not, the Taylor recommendation is not that the whole of the stadium should be converted to all-seated accommodation, but only that standing accommodation should be progressively removed. In other words it will never be necessary for a club to provide more seats than the number of people that it expects to attend its matches. I imagine that many of these smaller Scottish clubs are already in the position where the small numbers of spectators which they attract could be accommodated in the seats which are currently available.

I do believe however that if our decisions are not to be challenged on grounds of reasonableness, we shall need to have some flexibility on both the 1994 and 1999 timetables by which individual clubs are required to move towards all-seated accommodation. Clearly some will have an easier task than others. Some will have features which make them fairly safe grounds by any standards; others will not. One advantage that we shall have in England and Wales is that we shall be able to rely on the Football Licensing Authority to make recommendations in respect of the use of section 11 of the Football Spectators Act which provides the power to direct that conditions relating to seated accommodation should be included in the licences for particular football grounds. Although we are still considering precisely what range of matters the licensing authority will be able to take into account in deciding whether a licence should be granted to permit the holding of the particular classes of designated football match and on what terms and conditions, we hope that it will be possible to permit the Authority to exercise a fairly wide judgement on these matters. Thus if a ground were in all other respects safe, with adequate arrangements for the control of spectators and for the prevention of offences, the Authority might feel able to recommend that there should be some relaxation of the Taylor timetable for one year or perhaps two if there were firm plans in the longer term to meet the overall objectives. We envisage close liaison here between the Licensing Authority and the Football Trust.

The licensing authority will of course also have power under section 13 of the Football Licensing Act to review the way in which individual local authorities carry out their

/responsibilities under

responsibilities under the Safety of Sports Grounds Act 1975. Some local authorities have undoubtedly been better at this than others. What all this means is that if we permit individual clubs to depart from the proposed timetable, it will only be in circumstances where we can be assured that the grounds are reasonably safe. Since Lord Justice Taylor's recommendations are made on grounds of safety, I think it would be less than prudent to grant a relaxation from the timetable without such an assurance.

You raise also the question of Murrayfield. Officials here will be inviting the Rugby Union authorities to meet us to discuss the Taylor recommendations very soon. We have already made it clear that we have no statutory authority at the moment to require the provision of all-seated accommodation at rugby matches. It is also the case that rugby matches have been mercifully free of crowd accidents and crowd disorder. I think it sensible that the national rugby stadia should be encouraged to move towards all-seated accommodation but my first thoughts are that we do not need to force the same pace as in the case of association football. We shall be looking to the rugby authorities to come forward with definite proposals for movement towards all-seated accommodation at Twickenham and at the Welsh National Stadium but it may not be practicable to insist on all-seated accommodation at other locations where rugby is played. Rugby Union is an amateur game which does not have available to it the monies which are available to association football and we shall, I am sure, need to adopt a pragmatic approach.

Nevertheless there is a difference between telling the rugby authorities that we shall not be legislating to enforce the introduction of all-seated rugby grounds and telling them specifically that they need not comply with the timetable. It is they, in the absence of statutory requirements, who must make the judgement on the extent to which they should heed the Taylor recommendations.

I would counsel against any across the board relaxations of the Taylor timetable for association football grounds in Scotland primarily for two reasons. The first is that the Taylor recommendations are essentially a package which the Government has accepted as an alternative to the football membership scheme to secure improved public order and safety at football matches. I do not believe that a case can be made either on cultural, economic or safety grounds for taking a less rigorous line in Scotland than in England and Wales.

The second point, which follows, is that any general relaxation of the Taylor timetable in Scotland will be taken as an indication that the Government considers that a lesser

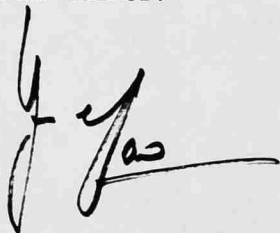
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standard of safety than that which Taylor is recommending is acceptable. Where that leaves the Government if there is an accident due to overcrowding is something which you will doubtless need to consider.

I would be prepared to agree however that you should tell Scottish clubs, and the rugby authorities, that in the absence of legislation it is they who must decide on the relevance of the Taylor recommendations and determine their own timetable; and that there will only be Government intervention if it is clear that adequate progress is not being achieved or there is an increase in disorder.

I can also see no reason why football clubs should not be told that the Government view is that some departure from the interim timetable may be justifiable in particular cases where grounds already provide a high degree of safety and amenity and there are firm longer term proposals to bring about increased seated accommodation within the Taylor targets.

I am copying this letter to the Prime Minister, John Major, Chris Patten and Peter Walker.

A handwritten signature in black ink, appearing to be 'J. Major', with a long horizontal flourish extending to the right.

HOME AFFAIRS: Football  
Hooliganism  
p19





NBPM

AT

3013

CCP

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Malcom Rifkind QC MP  
Secretary of State for Scotland  
Whitehall  
LONDON  
SW1A 2AU

29 March 1990

*Dear Malcolm,*

**TAYLOR REPORT: FOOTBALL**

Thank you for sending copies of your letters of 8 and 26 March to John Major. I have been asked to deal with them since I have taken the lead in the Treasury on football issues arising in connection with the Budget.

I do accept that the situation in Scotland, so far as the implementation of the Taylor report is concerned, is a little different from that in England and Wales. The Scottish clubs do not have the same recent history of hooliganism as the English ones, and they have not been banned from European competitions. Moreover, I accept that you do not have the legislative means to require the Scottish clubs to implement all-seater stadia by any specific deadline.

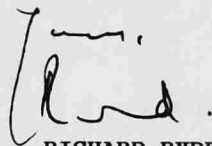
Nevertheless, there are clearly strong arguments for adopting the same approach to safety matters in Scotland as in England and Wales, which would mean, in line with the Taylor recommendations, requiring the premier division clubs to become all-seater by 1994-95, and first and second division clubs by 1999-2000. I am sure you will agree that the need for improved comfort and safety at sports grounds applies just as much north of the border as it does south of it. Moreover, football has hit the headlines recently, and I think there are strong presentational arguments for having a coherent and consistent strategy in both Scotland and England and Wales. Last, but by no means least, the £100 million made available to football over the next five years by the budget should make it easier for Scottish clubs to accept an accelerated timetable for implementing ground improvements.

You mentioned in your first letter that the Scottish football authorities would either need financial help, or the implementation timetable should be altered. Now that we have been able to give some help - which we will review after 5 years - would it not be sensible to approach the Scottish football authorities again to see if it would in fact be possible for

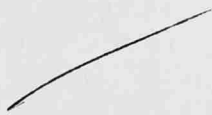
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Scottish league clubs to conform to the timetable suggested in the Taylor report? I have to say I would find it surprising if the generous assistance offered by the Chancellor had no effect at all on the time required by Scottish clubs to become all-seater. If the clubs could meet the accelerated timetable, I am sure it would be right for us to encourage them to do so.

I am copying this letter to the recipients of yours.

A handwritten signature in dark ink, appearing to read 'Ryder', written in a cursive style.

RICHARD RYDER

A long, thin, curved handwritten flourish or stroke, possibly a signature element or a decorative mark.

010

cc PM

CONFIDENTIAL



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

Rt Hon David Waddington QC MP  
Secretary of State for Home Affairs  
Home Office  
Queen Anne's Gate  
LONDON  
SW1H 9AT

1. CAS - to see

2. NBPm

PRCC (6/3)

26 March 1990

Dear David,

**FOOTBALL POOLS BETTING LEVY**

I was delighted that John Major felt able to help football clubs cope with the costs of implementing the Taylor Report by reducing the football pools betting levy in the Budget. The expected £100 million will certainly help the clubs considerably over the next five years.

I do not think, however, that the scale of added resources which this change represents will be enough to enable Scottish League clubs to cope with the timetable for implementation of all-seated accommodation recommended in the Taylor Report. In my letter to you of 8 March, I said that a 5-year extension would be required if Scottish clubs were to survive the transition required to meet the Taylor recommendations. I still hold to the view that extension of the timetable will be required for Scotland and I would welcome your agreement to such an extension.

I am copying this letter to the Prime Minister, John Major, Chris Patten and Peter Walker.

**MALCOLM RIFKIND**

CONFIDENTIAL



CONFIDENTIAL



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

Rt Hon David Waddington QC MP  
Secretary of State for Home Affairs  
Home Office  
Queen Anne's Gate  
LONDON  
SW1H 9AT

8 March 1990

*Dear David,*

**TAYLOR REPORT**

Last month, Michael Forsyth had meetings with the Scottish Rugby Union and the Scottish football authorities to hear their reactions to Lord Justice Taylor's Final Report. Whilst the rugby and football authorities have agreed that a move towards all-seated accommodation is very sensible on grounds of public safety and order and do not query that objective, they feel that the target date of August 1994 is completely impractical for clubs in the Premier Division and for Murrayfield, the national stadium of the Scottish Rugby Union. I am anxious to make progress in co-operation with the authorities and the purpose of this letter is to seek agreement to an approach which will differ from your own but will secure our objectives at a pace which is in accordance with the realities of the situation in Scotland.

Michael Forsyth's meeting with the football authorities brought out clearly their worry over the timetable proposed by Lord Justice Taylor. There are 10 clubs in the Scottish Premier Division. Of these, Aberdeen already have an all-seated stadium and Rangers expect to have completed the conversion of Ibrox to an all-seated ground by end 1992. The Taylor Report may encourage a study of the potential for ground sharing by the 2 Dundee clubs, Dundee and Dundee United. Hibernian have announced plans for an all-seated stadium and Heart of Midlothian may decide to move to a new ground in view of the restricted site of their present stadium. The future for the other clubs - Motherwell, Dunfermline, St Mirren and Celtic and any other club likely to be promoted from the First Division - is less clear. The estimated cost for making Celtic's ground, Parkhead, all-seated is £25-£30m. In the light of all this information, the football authorities said that either financial assistance from the Government would be needed or the timetable for implementing Recommendation 3 should be altered.

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The football authorities went on to argue that Premier Division clubs already had a target of 1999 for all-seated stadia. All of these clubs had aspirations to take part in the European competitions run by the Union des Associations Europeenes de Football (UEFA) and UEFA had set their own target of 1999 for all-seated stadia.

The football authorities were aware of the absence of a legislative provision applying to Scotland which could be used to impose the requirement for all-seated stadia. They did, however, propose a firm back-up power of their own to enforce any agreed timetable since they said that the rules for participation in Scottish League competitions could be altered to exclude from the Premier League from 1999-2000 any clubs without all-seated stadia.

There are also 12 designated grounds under the Safety of Sports Grounds Act 1975 of clubs in the First and Second Divisions of the Scottish League. The authorities regard them as having even greater problems in meeting the Taylor timetable in view of their slim financial resources and suggest an extension of 5 years to the Taylor timetable for these clubs.

Michael Forsyth ruled out very firmly any idea of Government assistance for individual football clubs. He did, however, undertake to consider the timing for Recommendations 3 and 4 in Scotland. It seems to me that, in view of the generally co-operative attitude of the Scottish football authorities, we would be justified in extending the timescale to bring about a voluntary move towards the implementation of Taylor. I am not in favour of seeking legislative powers which would be the only way of implementing Taylor in Scotland by 1994-95. Even with a statutory power, the problem of finance over a short timescale would remain for the clubs.

If, as I hope, you can agree to a different timetable for Scotland, I would propose to monitor closely the progress being made by Scottish clubs.

The Scottish Rugby Union own Murrayfield, Scotland's national rugby stadium. At the SRU's meeting with Michael Forsyth, they said that to comply with Recommendation 3, they would have to find £10-£11m which their financial advisers suggest is not possible by 1994-95. They already have plans for converting Murrayfield to an all-seated stadium by 1999-2000 and, given the excellent safety and public order record at Murrayfield over the years, I would be included to say that we should expect them to work at that pace. I do not have any powers to force a 1994 date on the SRU and I gather that you and Peter Walker are in the same position in England and Wales as regards non-football grounds designated under the Safety of Sports Grounds Act 1975. I would also propose to look sympathetically on the SRU's view that reductions in terracing standing capacity should not be made until after the 1991 Rugby World Cup. This is likely to be a major sporting occasion and it would be unreasonably hard on the SRU and rugby supporters alike to have to face ground capacity reductions for the 5 Cup matches due to be played at Murrayfield in October 1991.

I fully accept that any relaxation of the timetable for Recommendations 3 and 4 in Scotland could cause you and Peter Walker difficulties in England and Wales and that we would be operating different safety standards as a

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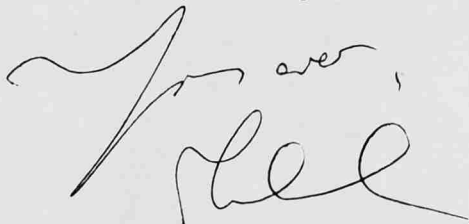
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result. But my assessment is that the authorities are genuinely anxious to implement the recommendations on an adjusted timescale and that we would face major problems in seeking to impose the Taylor timetable. The question of financial assistance from the Government for football clubs and the Scottish Rugby Union would become a subject of political controversy in Scotland if we adhered to the 1994-95 target.

I would be grateful for your views as soon as possible as Michael Forsyth has agreed to meet the rugby and football authorities again in a few weeks' time.

I am copying this letter to the Prime Minister, John Major, Chris Patten and Peter Walker.

A handwritten signature in black ink, appearing to read 'Malcolm Rifkind', written in a cursive style.

**MALCOLM RIFKIND**

CONFIDENTIAL

MWE067P2

26 February 1990

Andrew Turnbull pa

File

MEETING WITH IRVING SCHOLAR: 22 FEBRUARY

I met Irving Scholar of Tottenham Hotspur on 22 February at his request under the auspices of Westminster Strategy (Rosemary Grogan).

Mr Scholar wanted to talk about the financing of all-seater stadia. He argued that it would be much more expensive than Lord Justice Taylor had suggested. He mentioned a figure of perhaps £10m per club. It was simply not possible for the clubs themselves to finance the considerable construction work that would be needed in many cases to install seating. The total amount of fees from television amounted to £11m. Arguments about the level of transfer fees were a red herring. British clubs needed to be able to pay high fees if they were to prevent their best players all migrating to the continent.

He then put forward a specific proposal. The Government should increase the pools levy by perhaps 5%, on the understanding that the additional 5% would be spent on improving football grounds. He was rather vague about the mechanism, but seemed to envisage hypothesized revenue, with the additional money being paid to a Trust. He did not expect the Trust to pay for all the ground improvements. They might, on the model of the Football Ground Improvement Trust, offer a grant of up to 50% to any club introducing seating.

I asked Mr Scholar whether he had discussed this idea with the pools companies themselves. He said that he had not done so. I asked how they were likely to react. Would they not say that they were being asked to pay for measures which Lord Justice Taylor had suggested in his report should have been undertaken long ago by the clubs? Mr Scholar replied

that the pools companies' profits need not be directly affected by an increase in the levy. They could simply reduce the size of the weekly prizes. He thought such a reduction would have little effect on the punters (who would in effect be bearing the increase in the levy).

I then made various discouraging noises about public expenditure and tax changes. I pointed out that these were doctrinal objections to hypothesized revenue. But it seemed to me that there was a simpler solution which avoided this difficulty, namely persuading the pools companies that it was in their interest to help the clubs meet some of the costs of moving to all-seater stadia. If clubs did not comply with the law on this point, they would be unable to hold games at their grounds. The pools companies shared the football clubs' interest in seeing that this did not happen. I did not see that the Government need get involved at all, other than as a benevolent observer.

Mr Scholar seemed willing to accept that money could be transferred from the pools companies to a fund for all-seater stadia without the intervention of the tax system. But he was keen that the Government should put pressure on the pools companies to go along with such an idea. I said I did not see how we could apply any direct pressure. I suggested that he might like to talk to Mr Moynihan, as the Minister responsible, about the possibility of the Government expressing general support for the idea of co-operation between the pools companies and the football clubs on action in the light of the Taylor Report.



CAROLYN SINCLAIR



10 DOWNING STREET  
LONDON SW1A 2AA

Mr Pm  
cedoe  
c:/pps/long.

*From the Principal Private Secretary*

19 February 1990

The Prime Minister has asked me to thank you for your letter of 25 January enclosing a copy of your proposal for a soccer visa card.

In his final report on the Hillsborough Stadium disaster, Lord Justice Taylor concluded that he could not support a national membership scheme because he did not believe that the technology would work well enough to avoid the danger of congestion and disorder. The Government has always made it clear that it would not implement the scheme until it had given full consideration to Lord Justice Taylor's report. In the light of his report, the Government has decided not to proceed with the establishment of the Football Membership Authority which would have had the responsibility for drawing up and implementing a detailed scheme.

Lord Justice Taylor recommended an alternative strategy for combating football hooliganism including the creation of new offences specifically related to football, the use of attendance centre orders and electronic tagging of offenders, together with a progressive move to all-seater stadia. The Government will be looking carefully and quickly at all these suggestions and has therefore put the proposed national membership scheme on the back burner.

In these circumstances, I suggest that as you feel your proposal offers benefits to clubs and supporters in respect of the allocation of tickets and electronic marketing, you might consider discussing your proposals further with the football authorities.

ANDREW TURNBULL

Chris Long, Esq.

EA

JM



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB  
01-276 3000

My ref: M/PSO/4213/90  
Your ref:

116 FEB 1990

Andrew Turnbull Esq  
10 Downing Street  
London SW1

PG C/F?

Dear Andrew

As requested in your letter of 31 January I enclose a draft reply to Mr Long of the Challenge Group about his proposal for a Barclays League Soccer Visa Card.

We quite agree about the drawbacks of the proposal. In particular the absence of any check on the validity of the card at the point of entry, beyond a possible visual check which would not be feasible at well attended matches, is a serious shortcoming.

You will wish to note that Mr Long wrote to us last year about his proposal and I replied that he should take up the matter with the football authorities' working group on the national membership scheme, via the Football League.

Yours Sincerely

Teresa Volles

pp

ALASTAIR MCINTYRE  
Private Secretary



DRAFT REPLY FOR THE PS/PM TO SEND TO C LONG ESQ, DIRECTOR  
CHALLENGE GROUP, 35 SPRING GARDENS, LONDON SW1A 2BA

The Prime Minister has asked me to thank you for your letter of 25 January enclosing a copy of your proposal for a soccer visa card.

In his final report on the Hillsborough Stadium disaster Lord Justice Taylor concluded that he could not support a national membership scheme because he did not believe that the technology would work well enough to avoid the danger of congestion and disorder. The Government has always made it clear that it would not implement the scheme until it had given full consideration to Lord Justice Taylor's report. In the light of his report the Government has decided not to proceed with the establishment of the Football Membership Authority which would have had the responsibility for drawing up and implementing a detailed scheme.

Lord Justice Taylor recommended an alternative strategy for combatting football hooliganism including the creation of new offences specifically related to football, the use of attendance centre orders and electronic tagging of offenders, <sup>together with a programme now to all-secure stadiums.</sup> The Government will be looking carefully and quickly at all these suggestions and has therefore put the proposed national membership scheme on the back burner.

In these circumstances I suggest that as you feel your proposal offers benefits to clubs and supporters in respect of the allocation of tickets and electronic marketing, you might consider discussing your proposals further with the football authorities.



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NDP  
M/L

CP



DEPARTMENT OF THE ENVIRONMENT  
2 MARSHAM STREET LONDON SW1P 3EB  
01-276 3000

My ref M/PSO/3735/90

Your ref

16 FEB 1990

The Rt Hon Norman Lamont MP  
Chief Secretary to the Treasury  
HM Treasury  
Parliament Street  
London SW1P 3AG

Dear Norman,

Sept 8

Thank you for your letter of 29 January about the Home Secretary's statement on 29 January following publication of the Taylor report.

As you know the statement referred to work continuing on the scheme to see how the shortcomings identified by Lord Justice Taylor could be overcome in case we needed to return to the matter again. I accept that any costs stemming from such further work should be met from within existing provision.

I am sending copies of this letter to the Prime Minister, Geoffrey Howe, Douglas Hurd, David Waddington, Malcolm Rifkind, Patrick Mayhew, the Lord Privy Seal, Timothy Renton and to Sir Robin Butler.

Yours ever,

Colin

COLIN MOYNIHAN

ND/M

18/2

CEA

070



SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

The Rt Hon David Waddington QC MP  
Secretary of State for the Home Department  
Home Office  
Queen Anne's Gate  
LONDON  
SW1H 9AT

15 February 1990

Dear David,

**PART II OF THE FOOTBALL SPECTATORS ACT 1989**

I note and agree with colleagues' concern that Part II of the Football Spectators Act 1989 should be brought into force quickly.

Although there are unlikely to be any matches in Scotland which might be designated under Part II until August at the earliest, it would prove useful in discussions with Italian authorities if we were to have in place as soon as possible the necessary mechanism to enable the application of restriction orders to persons normally resident in England and Wales who are convicted of relevant offences in connection with designated matches played in Scotland.

I am pleased to confirm that our officials have now resolved the details of how convictions of this kind in Scotland are to be reported so as to provide adequate information for applications for restriction orders under Part II of the Act. Procurators Fiscal will in future make such reports. My officials have passed to yours a schedule of Scottish offences relevant to Part II of the Act.

I am copying this letter to the Prime Minister, Geoffrey Howe, Douglas Hurd, James Mackay and Chris Patten.

**MALCOLM RIFKIND**



NB/D  
M 7/2

CEPU

QUEEN ANNE'S GATE LONDON SW1H 9AT

7 February 1990

*Chris,*

PART II OF THE FOOTBALL SPECTATORS ACT 1989

Thank you for your letter of 17 January. You will also have seen the letter of 1 February from No 10 and the note of the same date from the Foreign Secretary.

*Alp p28*  
*Alp p29*

Like you, I think it would be highly desirable for Part II to be in operation before the end of the domestic football season in early May. I have instructed my officials to make every effort to see that this target is achieved.

I am glad to say that the preparations for implementation are well advanced. We have already sent full and detailed drafts of our guidance on the operation of the restriction order arrangements to the Association of Chief Police Officers and to the courts' representatives. Their full understanding and co-operation is, of course, vital if the arrangements are to get off to a good start. I have no reason to expect any particular difficulty from the police or the courts and I am expecting to be able to have the restriction order scheme fully in operation sometime in April.

As your letter recognises, our approach to preventing hooliganism in Italy at the time of the World Cup rests upon a number of initiatives. My officials invited the Italian police and civil authorities to some discussions here in November. These laid very useful foundations for the further discussions which took place between representatives of the Association of Chief Police Officers, the National Football Intelligence Unit and my officials in Sardinia and Rome in January. We are determined to do all that can be done to assist the Italian authorities in fulfilling successfully their role in policing British spectators at the World Cup events. Our discussions with the Italian criminal justice authorities in connection with reaching bilateral agreement for handling corresponding offences are also proceeding.

/You can

The Rt Hon Christopher Patten, MP  
Secretary of State  
Department of the Environment

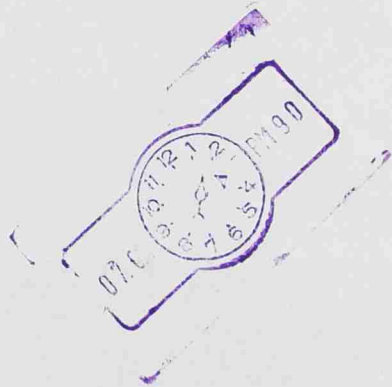
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HOME AFFAIRS  
Football fans  
PLG

You can be sure that my officials will be doing all they can to see that our police and the National Football Intelligence Unit are fully effective in Italy. These measures, together with the implementation of Part II, will demonstrate that we have done everything practicable by way of preventing disorder.

I am copying this letter to the Prime Minister, Geoffrey Howe, Douglas Hurd, James Mackay and Malcolm Rifkind.

*Geoff*



CONFIDENTIAL



DAS

10 DOWNING STREET

LONDON SW1A 2AA

*From the Principal Private Secretary*

1 February 1990

*Dear Colin,*

PART II OF THE FOOTBALL SPECTATORS ACT 1989

The Prime Minister has seen the Secretary of State for Environment's letter to the Home Secretary on 17 January. She strongly supports the view that Part II should be brought into force before the end of the current domestic season. This should not be left until May as by then most matches will have been played and there will be little opportunity for identifying the hooligans Part II is designed to restrict.

I am copying this letter to Tim Sutton (Lord President's Office), Roger Bright (Department of the Environment), Paul Stockton (Lord Chancellor's Office) and Jim Gallagher (Scottish Office).

*Your sincerely*

*Andrew Turnbull*

ANDREW TURNBULL

*KS*

Colin Walters, Esq.  
Home Office

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FCS/90/025

HOME SECRETARY

Part II of the Football Spectators Act 1989

*leaf*

1. The Environment Secretary wrote to you on 17 January. I agree that the sooner the arrangements for the implementation of Part II can be made the better. I think that reporting orders will be important as an indication to other countries of our determination to come to grips with the problem of hooliganism.

2. I am copying this letter to the Prime Minister, The Lord President of the Council, the Environment Secretary, the Lord Chancellor and the Secretary of State for Scotland.

*DH.*

DOUGLAS HURD

Foreign and Commonwealth Office  
1 February 1990

HOME AFFAIRS: Football Hooligans PB

