

Football Hooliganism

The official working group on football hooliganism has now produced its report. A copy is attached to the Environment Secretary's letter of 26 July, below.

The group make a large number of relatively low-key recommendations. The more significant ones are:-

- The Football Association should rate clubs according to the threat of violence their supporters pose.
- Matches between high-risk clubs should be avoided during holidays, as should "local derbies".
- The Football Association should examine with the Government the possibility of a membership card scheme for controlling access to grounds.
- The courts should make more use of attendance centres on Saturday afternoons.
- The Football Association and clubs should allocate tickets for overseas matches so as to promote segregation.
- The Government should further consider the possibility of making available "warning lists" of football hooligans to immigration officers.

Subject to the views of H Committee colleagues, Mr. Jenkin is proposing to publish the report before the start of the next football season (i.e., before the end of August). He would then consult the Football Association on its recommendations.

Content, subject to H Committee colleagues?

DMS

Yes

1 August, 1984.

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My ref:

Your ref:

26 July 1984

Dear Lord President

On 10 May, the Cabinet invited me, in consultation with colleagues "to enter into discussions with the Football Association with a view to reaching agreement on measures to control football hooliganism both overseas and at home". My minute of 30 May to the Prime Minister explained that I intended to await the report of the officials' working group on this topic before consulting colleagues further. The group has now reported and I enclose a copy of the report at Appendix B.

The report has been discussed by Ministers from the four Departments principally concerned - Neil Macfarlane, David Mellor, David Mitchell and Ray Whitney - and incorporates drafting changes which they have suggested. I commend the report to colleagues: it is, I fear, lengthy, but this is a complex subject and the report provides a useful summary of what the Government has already done. The conclusions and recommendations for further action are summarised in section 2.

I believe that it is essential that the report is published before the start of the new football season in a month's time. This precludes prior consultation with the Football Association and the other football authorities. But we should be open to attack if the report - the publication of which is already widely sought - is delayed further, particularly if there are incidents at games in August.

My Department is in close touch with the FA and whilst the proposals have not been brought together in this way in the past, there is nothing in the report which will come as a surprise to them. Some have previously been rejected by the FA, but it is clear that we need to persuade them to take more decisive action if we are to tackle the problem successfully.

I understand that David Mellor has argued that we should publish the report, without consultation with the FA and other bodies concerned, as a statement of Government policy. I sympathise with his desire to make clear that we see the greatest scope for action to deal with this problem as lying with the football authorities. But I am sure that we are more likely to achieve their cooperation, and public support, if we use the publication of the report as an opportunity to discuss positive proposals with them.

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I would, therefore, be grateful for your and colleagues' urgent approval to the publication of the report, under cover of the foreword at Appendix A, before the start of the next football season.

I am copying this to the Prime Minister, Geoffrey Howe, Members of H, and to Sir Robert Armstrong.

Yours sincerely

A.H. Jain

for

PATRICK JENKIN

Approved by the SAs and  
signed in his absence

FOOTBALL SPECTATOR VIOLENCE

REPORT OF OFFICIAL WORKING GROUP

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SECTION 1 : INTRODUCTION

1.1 Following incidents of violence involving British supporters before, during and after the England soccer team's matches in Luxembourg and France (16 November 1983 and 29 February 1984), the Parliamentary Under Secretaries of State for the Environment (Minister for Sport), the Foreign and Commonwealth Office, the Home Office and Transport met in March to consider further action by the Government and football authorities to deal with football spectator violence, at home and abroad. The Ministers decided to establish a Working Group of their officials to examine all the possible options. This is the Group's report: its membership is at Annex A.

1.2 The Group approached its work in two phases. Firstly, it supervised and coordinated the precautions taken against possible hooliganism during the closing stages of the European club competitions, in which six British teams were involved. For this phase of its work, the Group was assisted on two occasions by the Football Association's Overseas Liaison Officer and once by the British Transport Police Assistant Chief Constable (Operations). Secondly, the group considered in detail the various options for action available to the Government and football authorities. This report describes the problem as the Group perceives it, in its national and international context; outlines the steps already taken; and discusses new measures that the Government and football authorities might take.

1.3 Some introductory remarks about context and terms of reference are appropriate. All highly urbanised countries demonstrate violence in various forms. Hooliganism and group violence are often associated with large gatherings of young people. The Group's task was to examine "football hooliganism", both domestic and international, a specific problem which has been the subject of concern and action by successive British Governments. We were clear that it was not our task to consider broader social issues, although we were aware of the widely held view that this is not exclusively a football problem but one which has deeper roots in society and happens to affect football among other activities. It may be that football violence would respond ultimately to social remedies. Such considerations are outside the scope of this report. We were concerned with specific and practical effects, and remedies, especially in the short term.

SECTION 2 : CONCLUSIONS & RECOMMENDATIONS

2.1 Below, we draw together our recommendations on further measures which the football and public authorities can take to contain and deter football hooliganism. We summarise here some more general conclusions about the nature of the problem and possible remedies.

2.2 Soccer spectator violence is not an exclusively British problem. By its scale and the public concern, it is a specific and serious problem in this country; other countries' hooligans do not follow their teams abroad to the same extent as do the British.

2.3 Considerable expertise in dealing with the problem now exists. Successful and effective measures are available. The measures must, however, be implemented locally and at specific times. Thus, whilst violence particularly in the stadium appears to be reducing, difficulties can arise when those responsible locally for the implementation of counter-measures lack specific expertise, experience and advice, or the will to act effectively.

2.4 Close liaison and cooperation between the football and public authorities is essential. The partnership between Government and the Football Association is appropriate and necessary. Whilst the measures applied have, in the Group's view, been helpful in countering violence, we believe that better implementation of the existing range of controls and precautions, the refinement of existing Football Association rules and the introduction of more specific measures could bring substantial short term benefits in reducing violence and the extent of misbehaviour in and around grounds. These remedies are unlikely, however, to have an impact on violence away from the ground: this is a matter of public order, though the football authorities and clubs still have a role to play in cooperation with the police.

2.5 Neither the football authorities nor the Government can be complacent. Countering violence requires continuous and effective vigilance: good planning and preparation, often encompassing - to the inexperienced - apparently unnecessary precautions, remain essential. Effective policing is also important.

2.6 We are also clear that the practical measures to counter violence recommended in Sections 5 and 6 will not eliminate violence. We consider that to be an unrealistic aim.

2.7 There is an important presentational issue. Reporting of football violence is often exaggerated and inaccurate. To a degree hooligans live up to what the press expect of them; to a degree the press find the story they expect and seek. The media have a responsibility to report, in a balanced way, both incidents at matches and the measures taken by the Government and the football authorities. We are concerned that there is little general appreciation of the progress made in dealing with hooliganism especially in domestic competition, or of the real constraints on action by the authorities. A public consultation process would inform people generally and could lead to the general support needed to make some measures more effective. In particular, an early opportunity should be taken to consult the Football Association and other interested bodies on these proposals.

2.8 In summary, the recommendations made in this report are as follows:-

I. DOMESTIC RECOMMENDATIONS

A. MATTERS PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of the Football Association

The FA should review and better define its powers, and the responsibilities of the clubs. If the powers prove to be inadequate, the FA should consider taking enhanced powers. [5.5]

The "blue-print"

The FA should ensure that clubs adopt the provisions of the "blue-print" issued by the football authorities and the Government by requiring each club to review its particular arrangements and produce a detailed set of plans, in collaboration with the police and other relevant agencies, to be submitted to the football authorities for endorsement. [5.7 + 5.8]

FA Liaison Officers

The FA should enhance and better define the domestic Liaison Officers' role. There may be a case for the Government helping to meet part of the Liaison Officers' salaries. [5.11]

The FA should consider arranging national conferences or regional seminars for representatives of league clubs and police forces to discuss methods of crowd control in and around stadia. [5.12]

The League Programme

The FA should rate clubs according to the threat of violence posed by their supporters, home and away, at the stadia or on the trains. [5.13]

Matches between high risk clubs should be programmed to take place midseason and not during holidays. The current practice of playing local derbies at holiday periods should be changed. High risk clubs should not play away at major seaside resorts at holiday times. [5.15]

Club Membership

The FA, with the Football Trust and the Government, should examine quickly and in detail a possible membership card scheme for controlling ground access. [5.16-5.19]

Closed-circuit television (CCTV)

Subject to the results of the experiment being mounted by the Football Trust, selected clubs should be urged or required by the FA to install the necessary equipment for CCTV. [5.20]

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Action of the Police

~~The police should do~~ More could be done to explain why, on occasion, it is not possible to press charges against offenders. [5.25]

Action of the Courts

The Courts should make more use of attendance centres, particularly on Saturday afternoons. [5.27]

Ministers should seek to counter the widely held impression that the Courts are passing light sentences. [5.29]

Liaison by Football clubs with magistrates

The Magistrates Association should be encouraged to accept invitations to attend matches in their areas. Clubs should be encouraged to issue some invitations. [5.30]

C. MEASURE PRIMARILY FOR CENTRAL GOVERNMENT

Alcohol on football coaches

The Group hopes that the Traffic Commissioners will make the full appropriate use of their powers in the light of police advice. [5.38]

II. INTERNATIONAL RECOMMENDATIONS

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of UEFA

UEFA should take further steps to ensure that its own rules are observed and enforced. [6.5]

Club Membership

The FA and Clubs should take on allocation of tickets for their supporters to promote segregation and the exchange of information on supporters' travel plans,. [6.7]

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The FA should discuss with UEFA the implementation of a possible scheme to limit the sale of tickets and admission to grounds in Europe to members of a national supporters' club.

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Liaison by British Transport Police

BTP should continue in the role they have developed as co-ordinators of transport information in the UK, within their resource constraints. [6.18]

C MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

Council of Europe Recommendation on violence in sport

The Government, its officials and the FA must continue to take the lead in the implementation of the Recommendation. Letters from the Minister for Sport to his European colleagues are useful in paving the way for close cooperation and should continue to be sent for all high risk matches. [6.26]

Government Liaison

A group comprised of officials and representatives from the FA, the police and clubs should be established to oversee preparations for European fixtures. [6.28]

Overseas Liaison Officer

The FA's Liaison Officer performs a most useful role. The Scottish FA should be encouraged to make a similar appointment. [6.29]

Consular Confidentiality

The principle of Consular confidentiality should be preserved. The FA should make enquiries about convicted British subjects through UEFA, national Football Associations or Government Departments here. [5.30]

Withdrawal of passports

The Government should pursue enquiries into the possibility of making available warning lists of football hooligans to immigration officers. [5.32]

SECTION 3 : THE PROBLEM

3.1 Before looking at the recent history and considering new measures, we make some observations about the nature of the hooliganism problem at domestic and international level. Soccer spectator violence at domestic football matches is sporadic and local, and is associated with a relatively small number of clubs. The majority of the 92 league clubs have no continuing record of spectator violence: some have had a poor record in the past; others have been afflicted only recently, yet others experience it only when entertaining particular teams. The lack of an adequate data-base (see para 5.40 and 5.41) has prevented our quantifying the risk posed by individual clubs.

3.2 Since violence is localised, its prevention depends upon the effective application of measures locally. Nationally agreed measures based on the collective wisdom of those involved are needed; these depend for their effect on appropriate implementation at a specific place and time in the light of local conditions. The expertise with which club officials, stewards, and police coordinate and take precautions and deal with incidents is vital. Thus, clubs whose supporters have a reputation for violence seem able to prevent or control violence on the terraces at their home grounds. Many of the worst incidents occur when these teams visit a club which lacks their expertise and which does not take adequate precautions for the increased threat of violence. Away matches of, for example, Chelsea and Leeds provide many illustrations of this in recent seasons.

3.3 It is suggested that violence at matches is not always spontaneous: there are reports of organised groups going to matches not to watch football, but to cause trouble. Were it possible to confirm this suspicion and identify and apprehend people of this kind, the problem might be substantially reduced.

3.4 On two or three occasions the police have investigated specific allegations that spectator violence had been promoted by organisations with an extreme political motivation. There are fresh investigations in the light of recent incidents involving the English national team in Chile. No firm evidence has been found to confirm a link: rather, the police feel that those individuals who are likely to cause violence at football matches, or who are likely to barrack black players, are the same individuals who would be likely to have such extreme views.

There is, however, some evidence that organisations of this kind try to attract new members at football matches; but they also recruit at other similar gatherings.

3.5 The Group also noted the role of the media as major informers of public opinion. Reporting is not always accurate or balanced. "Football hooliganism" is big news; as a topic of public interest it sells newspapers. Match reports often cover not the game, but the crowd disturbances. Most recently, reports of disturbances surrounding the UEFA Cup Final first leg match between Anderlecht and Tottenham Hotspur in Brussels on 9 May 1984 were greatly exaggerated. There were reports of 200 Spurs fans being arrested. In fact, only 7 were arrested and charged; 150 were detained without charge, partly as a preventative measures and partly to protect Londoners who may have had too much to drink. Similarly there were "football hooliganism" reports of a Spurs fan being murdered by Anderlecht supporters. But he was shot by a bar owner who feared that his customer was leaving without paying the bill in an area of the City where violence is a regular occurrence. This tragic event's only link with football was that the victim would not have been in Brussels had the match not been taking place; and that the bar owner's over-reaction may have been influenced by reports in the Belgian media of "the invasion by the animal supporters of Spurs".

3.6 The Group also noted that many of those who cause trouble abroad do so with a misplaced sense of pride and patriotism. This can be inflamed by policing methods which lead to a sense of confrontation; a University of Leicester report\* on the violence surrounding England's match against France in Paris clearly demonstrated that many of those involved saw it as a matter of national duty to "see off" the CRS (the French riot police).

3.7 Dealing with the problem of football violence requires measures already applied at home and abroad about which we should not be complacent, whatever their effectiveness. They can be costly, not merely in financial terms, but also in police time (and their opportunity to deal with other more serious crimes); in restricting to individual freedom through segregation and penning; and in loss of enjoyment for the majority of spectators and of course in the consequential falling attendances.

\* A report to the Football Trust as part of a continuing research programme.

SECTION 4 : ACTION AND EVENTS TO DATE

4.1 The Group noted that, for many years, both the football authorities and the Government, acting in partnership, had been trying to deal with the problem of football hooliganism. It is not possible to quantify the impact of the measures introduced, or the precautions taken: but, whilst the Football Association's and DOE's assessment is that violence at football grounds has decreased somewhat over the past few years, it remains a problem and at an unacceptably high level. Since coming to power in 1979, the Government has introduced a number of measures aimed at controlling football hooliganism at home and abroad, for example, strengthening the powers and penalties in legislation; creating a Liaison Group to coordinate the Government's and footballs efforts; drawing the attention of league clubs to the need to take precautions; mounting a special effort for the World Cup; and promoting through the Council of Europe the Recommendation on the reduction of spectator violence at sporting events. A list of these is at Annex B, and the Recommendation at Annex E.

4.2 Such statistics that are available do not clearly demonstrate the effect of these measures. The Group considered data from the Football Association about Commissions of Inquiry held by the FA over the past six seasons following incidents of violence in the stadia, and advice (also given in confidence) from the British Transport Police. Such data tends to support the contention that violence at the grounds is declining.

4.3 DOE believes, however, that improvements in the measures taken to contain or discourage violence at home football grounds may have led to trouble being "squeezed out" to some other places - the streets or trains in respect of domestic games where violence is more difficult to contain, or abroad where some authorities have not had the experience to develop the necessary expertise to deter British hooligans.

4.4 The Working Group sought to ensure as the first part of its remit, that the precautions set out in the Council of Europe Recommendation were taken for the remaining European matches involving British clubs. Seven of those eight matches were trouble free; and violence at the Anderlecht v Tottenham Hotspur Match on 9 May was on a much smaller scale than in Luxembourg and Paris. Our conclusion is that the precautions applied to these matches helped substantially to prevent violence.

4.5 The Group concluded that Government action in recent years, along with that of the football authorities, has helped keep soccer spectator violence at a lower level than it might otherwise have been. The measures in place can and do work, when applied fully. In the following sections we look at ways to improve them and possible new measures.

SECTION 5 : NEW OR IMPROVED MEASURES (DOMESTIC)

Introduction

5.1 In pursuit of the second part of its remit the Group reaffirmed the importance of planning, preparation and coordination; of building on experience; and of the need to consider afresh all possible measures, including those previously thought to be impractical or unnecessary.

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

i. Powers of the Football Association

5.2 The Football Association - as the governing body of soccer - is responsible for disciplinary matters involving football clubs, even at Football League matches. All member clubs of the FA are subject to the rules and disciplinary procedures of the Association. Inter alia, the rules, augmented by FA memoranda to clubs (including the "blue-print" - see Annex D), require clubs to take all reasonable precautions against crowd disorder within grounds and to accept responsibility for the behaviour of their supporters, both home and away. The Football Association therefore has the primary responsibility for ensuring order within grounds.

5.3 Following any violence in the stadium, the Football Association considers whether there is prima facie evidence of misconduct by either club. It bases this judgement largely on the referee's report but also on reports from the clubs themselves. If evidence of misconduct is established, the FA holds a Commission of Inquiry into the incident.

5.4 The Group had reservations about the adequacy of the Football Association's disciplinary powers, or the way in which they are applied. For example, the FA required Chelsea not to take supporters to away matches and to recompense the host club for lost income; the Association withdrew the sanction when Chelsea threatened legal action. More recently, an FA Commission decided that both Birmingham City and West Ham United should be suspended from the FA Cup if their supporters caused further trouble; the sentence was overturned by an internal FA appeal hearing, on the grounds of natural justice. The FA appears not to be confident of its powers: what seems adequate in principle, has not always worked in practice.

5.5 We recommend, therefore, that the FA reviews and better defines its powers and the responsibilities of the clubs. If they prove to be inadequate, the Association should consider taking enhanced powers. This would better equip the FA to implement some of the recommendations outlined below.

5.6 Misbehaviour by supporters on their way to and from stadia is not readily susceptible to remedies applied by football authorities. It is primarily a matter of public order, which can be dealt with only by the police but football clubs have a responsibility under the "blue-print" to liaise with the law and order authorities to ensure that they are notified of and can take appropriate measures to deal with the proposed movements of large groups of supporters.

#### ii. Measures

##### The "blue-print" (Annex D)

5.7 The "blue-print", detailing the precautions which league clubs should take against violence, which was circulated to clubs at the beginning of the 1983/84 season, has not been rigorously adopted by all clubs. Since it represents the collective wisdom of football clubs, many of whom have successfully countered serious threats of violence, its implementation should have prevented some of the violence in the grounds last season. Enforcement of the provisions by the Football Association - as the competent disciplinary body - is after the event; deficiencies in a club's planning only become apparent after trouble has occurred. The Group recommends, therefore, that improved means should be found for ensuring that clubs adopt the provisions of the "blue print" in a way appropriate to their own grounds and matches.

5.8 During discussions in the Liaison Group of the "blue-print", the Government representatives had suggested a "two tier" approach to help ensure that preparations by individual clubs could be examined against the official recommendations. The proposal was not pursued. We now recommend that the Football Association should implement such a system. It would require each club to review its particular arrangements in the light of the national guidance and produce a detailed set of plans - in collaboration with the police and other relevant agencies - to be submitted to the football authorities for endorsement.

5.9 A requirement of this kind would prevent "innocent" clubs being caught unaware. More importantly, it could be used to place conditions on "guilty" clubs which would prevent them avoiding their responsibilities. It might also ensure a more cooperative and committed response. The "two tier" system would be, in effect, a form of licensing: if clubs did not meet the guidelines, either due to deficiencies in the fabric of the stadium, or through ineffective pre-match liaison or preparation, the "licence" to stage matches could be withdrawn. Enhanced FA powers as described above would ensure appropriate enforcement of this requirement.

5.10 In rejecting this approach, the FA argued that it would generate too much work particularly for those clubs which rarely suffer from violence. There may also have been a concern in football that there might prove to be shortcomings in the design of many grounds, if not in the fabric itself, and in the access and egress which determine the movements of the crowd. We believe that these latter points are not so much objections as a reinforcement of the case for such measures. Regarding the first objection, this proposal may be justified for the overall good of the game.

#### Liaison Officer

5.11 The Group welcomed the contribution of the FA's Overseas Liaison Officer (Mr Leslie Walker) who advised clubs, police and civic authorities in Europe when English teams were playing. His domestic counterpart - Sir James Starritt - appears to play a more passive role; this may be due to the larger size of his constituency and to his less well defined task. The Domestic Liaison Officer's role could be more dynamic. He could attempt to pick out potentially difficult matches, or could simply visit clubs at random, to ensure that the precautions required by the club's "licence" were being met. The Group sees a case for the Government helping to meet part of the Liaison Officers' salaries.

5.12 It might be useful to arrange national conferences or regional seminars for representatives of league clubs and police forces to discuss methods of crowd control in and around stadia. These could be addressed by the Football Association Liaison Officers, experienced police officers and perhaps a representative from a club with little or no trouble (eg Liverpool). The question of financing these would be settled between the participating groups.

The league fixture list

5.13 It should be possible with the advice of the FA's Domestic Liaison Officer and agencies like the police to "rate" clubs according to the threat of violence traditionally posed by their supporters, home and away, at the stadium or on trains. This would enable the authorities properly to judge the appropriate level of measures to be employed against violence.

5.14 The Group also noted that the risk or threat of violence varied according to the time of year. It is more likely to take place at the beginning and end of the season, and at holiday periods, particularly at seaside fixtures when other groups of young people sometimes also clash with football supporters.

5.15 The Group believes that the determination of the league programme should take these factors into account. We recommend, therefore, that matches between "high-risk" clubs should be programmed to take place mid-season and not on bank holidays; that the current practice of playing local derbies on bank holidays should be changed; and that high risk clubs should not play "away" matches at seaside towns on or during holidays. We recognise that this would be unpopular with some clubs since the current practices are designed to maximise gate receipts. But we consider that, in the longer view, clubs would benefit from a general increase in gates if violence can be shown to be on the wane. This step has already been taken by the FA for their international matches; we welcome the Football Association's decision not to arrange matches for the national team in Western Europe over the next two years and to cease to arrange games at Wembley on an "automatic return" basis. This change of policy will have cost the FA money and demonstrates their concern to resolve a problem that has travelled with English teams in recent years.

Club Membership

5.16 The only sure way to prevent violence within the stadia is to prevent potential hooligans from gaining access. Whilst it is traditional in football and most spectator sports to allow the public unfettered access (on payment of an admission fee), many places of entertainment limit access to members who have to agree to predetermined rules or standards of behaviour. Whilst football clubs do have supporters' clubs, membership of them confers only marginal advantages. In

view of the nature of the problem of soccer spectator violence, the Group suggests that supporters' clubs should be used to determine admission to football grounds, either absolutely, or in such a way as to give members significant privileges - for example, better facilities and fewer barriers.

5.17 The idea of limiting admission to football grounds to supporters' club members has been discussed before and rejected on the grounds of practicability, in particular, that the delay in verifying membership cards at the turnstiles would itself lead to frustration and possibly violence, particularly if ticket holders were refused admission. The Football Association and police (each with experience of excluding difficult crowds from grounds) shared these views. The Group considers, however, that these reservations may have been made redundant by advances in computer technology. There are now systems available which could provide for automatic membership card verification. Several companies have designed systems for this purpose.

5.18 The Group does not underestimate the difficulties - not least of public perception and the anticipated resistance from football itself - but recommends that the Football Association should re-examine quickly and in detail a scheme along the following lines with the Football Trust and interested Government Departments. We envisage that it would be operated by the Football Association, though other options are available (eg, the Football Trust). The basic principle would be that access to football grounds would be limited to members of a recognised supporters' club, or a national supporters' club. Enforcement would be through an electronically read (at the turnstiles) membership card. Membership would be withdrawn from anyone found guilty of offences of violence associated with soccer: the "readers" would be programmed not to accept lost or withdrawn cards. Additionally, clubs might wish to be able to withdraw cards on the evidence of their stewards. It would be for consideration whether offenders should be banned for life or whether membership could be restored after a set period. Such a scheme would require a central national computer record system, with on-line terminals at the grounds, so that offenders from one club could not go to another and so that casual supporters could be admitted ad hoc. We recognise that a number of detailed issues would have to be resolved before a scheme could be put into operation.

5.19 We do not see this as an immediate way of ridding the stadia of violence: it would take some time for the hooligans to be weeded out. But we do see it as one practical way of seeking to eradicate violence, rather than simply to contain it, at least within the stadia. We are not unaware of the potential cost of such a scheme. But we note the offer by the Football Trust to provide the necessary software and we feel that the clubs themselves should be prepared to make an investment both in view of their responsibilities and as a sound commercial judgement to win back the true supporters. As a measure with long term potential, we regard it as likely to be cost-effective.

#### Close-circuit television (CCTV)

5.20 The Group welcomes the initiative of the Football Trust in mounting an experiment into the use of Close Circuit Television (CCTV) at football grounds. This should help in the deployment of police both in and outside the stadia; be a deterrent to potential trouble makers, and possibly provide evidence of misbehaviour. Subject to the results of the experiment, the Group suggests that at least selected clubs, perhaps as part of their individual "blue print", should be urged or required to install the necessary infrastructure (wiring etc) for CCTV. We welcome the willingness of the Football Trust (and thus the Pools Promoters' Association) to fund work of this type. But the clubs themselves should be willing to accept some of the cost of this work, both as an earnest of their willingness to accept their responsibility and as a sound commercial investment: the contribution of CCTV would result in a reduction of numbers of police at matches, for which clubs (and local authorities) have to pay, and reduction in misbehaviour could lead to an increase in attendances.

#### Links with the community

5.21 The Group welcomed the efforts made by a number of clubs to promote closer links with their supporters. These efforts have ranged from simple schemes such as holding 'open evenings' to more adventurous projects whereby young people are occasionally trained by the players. One club, Stoke City, in association with the City Council, has started a scheme - "Matchmates" - under which they invite a number of schoolboy teams from the opposing club's area to travel to Stoke on the morning of the match to play against schools in the Stoke area. A sponsor then provides a free lunch and all the teams are given free

tickets to watch the match in the afternoon. The scheme is designed to encourage young people to meet and talk to opposition supporters in the hope of preventing young fans from regarding supporters of rival clubs as 'the enemy'.

5.22 The Group believed the "Football and the Community" scheme (run by the Football Trust and the Sports Council) which provides public social and sports facilities as part of the club can help engender a positive and constructive club spirit.

B. MEASURES PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

Police and court powers

5.23 The powers available to the Courts have already been extended by the present Government through the Criminal Justice Act 1982 and legislation is currently before Parliament to improve the powers of the police. We believe it essential that both the Courts and the police should be seen to be using their powers to the full if violence is to be deterred.

Action of the police

5.24 The police have established effective inter-force liaison and it is now routine for forces to pass information about their local teams to forces due to receive them for matches. This has allowed preparations to be made for potentially difficult matches which ensure adequate manpower to control the movement of supporters between stations and the grounds and during matches. The group recognises the importance of policing at football matches. In particular, decisions relating the level of policing to the level of anticipated disturbance can be crucial.

5.25 Expertise in crowd control resides with the police and we recognise that it is for them to determine what action is appropriate to deal with any specific incident. We further recognise that decisions whether to bring charges is a matter for their discretion. Nevertheless the Group believes it important that the police should not appear to be ignoring criminal behaviour and that they should do more to explain why, on occasion, it is not possible to press charges against offenders when violence or other criminal acts have clearly been committed.

Action of the courts

5.26 It is for the Courts to pass appropriate sentences. This is a matter entirely for judicial discretion; Ministers have no authority to intervene. The Courts have, however, been criticised in the past by the football authorities, the police and the public for failing to take account of the seriousness of football hooliganism when imposing sentences on soccer hooligans.

5.27 Recently, however, there has been every indication that magistrates have dealt firmly with football hooligans. Adequate and appropriate penalties are already available; a list of the most commonly charged offences and their penalties is attached at Annex F. Given that the individual offences with which hooligans are charged are in the lower order of criminal offences and usually triable only summarily, the typical range of sentences awarded in the course of the 1983/84 season (see table at Annex G) confirms our impression, shared by the FA, that magistrates are not being 'soft' on offenders. We would have hoped, however, to see more use being made of attendance centres particularly on Saturday afternoon, which would remove potential hooligans from matches for a while. We believe such sentences would detract from the "status" of hooligans and deter them. We hope magistrates can be persuaded to make more use of attendance centres.

5.28 The Parliamentary Under-Secretary of State at the Home Office has informed the Magistrates' Association that the Government welcomes the firm line which magistrates are taking. In the Court of Appeal, Lord Justice Lawton has said that sentences must deter future violence and that, subject to exceptional mitigating circumstances, youths between 17 and 21 should expect to receive a custodial sentence on conviction of an offence involving violence to police or others trying to maintain order at or near a football match or to spectators not involved in the violence.

C. MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

A new offence?

5.29 The Group considered whether a specific offence of "football hooliganism" should be prescribed, under which offenders would automatically receive custodial sentences, or be sent to attendance centres on Saturdays. Such an offence would be difficult to define satisfactorily. For instance, how widely should the new offence be applied? Should it be limited to stadia, or the environs of football grounds, or while travelling to a match, or should misbehaviour at any time by persons wearing football club favours be so described? We were unable to arrive at a suitable definition. More importantly we were not convinced of the need for a new offence. The present criminal law prescribes the misbehaviour we were invited to consider and in our view the penalties available in the courts are sufficient. It would in our view be inappropriate to have a separate criminal code for common offences merely because they occurred in the context of soccer. We understand however the public concern and recommend that Ministers seek to counter the widely held impression that the Courts are passing light sentences.

Liaison by football clubs with magistrates

5.30 We welcome the initiative by the Football Association, through the Liaison Group, to invite magistrates to attend matches at the clubs in the areas covered by their Courts to give them a better idea of the problem. We are concerned that some Benches have refused invitations from clubs on the basis that it would prejudice their judgement when dealing with football hooligans. We consider it would help magistrates to pass appropriate sentences if they had better understanding of the problem. We recommend, therefore, that the Magistrates' Association should be encouraged to accept such invitations and clubs be encouraged to offer them.

Banning of alcohol in the grounds

5.31 It is commonly believed that alcohol is a significant factor in causing soccer violence. Those who adhere to this view point to reported reductions in violence at matches in Scotland following the introduction of the Criminal Justice (Scotland) Act 1980 which banned alcohol from being sold or brought into football

grounds, as well as banning it from trains and coaches operating as "football specials". The legislation has yet to be in force for long enough for firm judgements to be made; nevertheless, there is strong anecdotal evidence that it has resulted in a marked decline in soccer violence in Scotland. The Government is therefore under pressure from the press, the public and some in football to pass similar legislation in England.

5.32 There is however evidence that drinking patterns in Scotland and the North East of England are different from those in the rest of England and Wales. In the former, more alcohol is drunk at weekends than during the rest of the week, whereas in the latter a steady amount of alcohol may be consumed throughout the week. There are differing views. Largely because the police report little evidence of drunkenness among those arrested at football matches, some believe alcohol is not a major factor in soccer violence in England and Wales; others, however, consider it likely that alcohol is a contributory factor in some violent behaviour.

5.33 Clubs already have the power to ban the sale of alcohol within grounds. Guidelines issued by the FA to all league clubs recognise this and strongly recommend that consideration be given to the banning or restriction of the availability of alcohol. Provision is made in the guidelines for clubs to liaise with the police to consider whether restrictions should be placed on the availability of alcohol at premises in the vicinity of football grounds. Even if legislation were introduced, it would fall to club stewards and the police to enforce it by ensuring that alcohol was not brought into the ground or that drunken supporters were not admitted; this is not different from the status quo.

5.34 For many clubs, bar receipts are a part of their income (up to £100,000 pa in some cases) which they are reluctant to lose. The Group recognises the financial pressure upon clubs: many survive on bank overdrafts, and extremely slim profit margins, and their reluctance to implement measures which would limit their income is understandable. However, this seems a short-term view; we believe that in those cases where violence does seem to be associated with drink, its decrease would encourage more peaceful spectators in the long run. Clubs should be encouraged to take a longer term view.

5.35 The Group concludes that, in the absence of clear evidence that the introduction of legislation along the lines of the Criminal Justice (Scotland) Act 1980 would reduce violence at English soccer matches, it can not recommend such action. Furthermore, legislation of this kind would be unwelcome to many; the majority of football clubs are untroubled by violence and would unnecessarily be penalised financially and the vast majority of non-violent spectators would suffer for the actions of the few.

Alcohol on football coaches

5.36 The Group considered as a separate issue the consumption of alcohol on football coaches. Since 1981 the Traffic Commissioners (who are the licensing body independent of the Secretary of State for Transport) have been able, under regulations, to impose conditions on PSV operator licences in order to restrict passengers taking alcohol onto coaches. For a number of reasons, but especially because they bite on the operator and not the passenger, these measures have rarely been used. The Chairmen of the Traffic Commissioners have concluded that if there are to be restrictions on alcohol they should be imposed directly through primary legislation on similar lines to Section 69 of the Criminal Justice (Scotland) Act 1980. Nevertheless the Chairmen express doubts about the effectiveness of such measures. They believe it is primarily for the police authorities to judge whether restrictions on alcohol would be helpful, bearing in mind that many supporters do not travel on football coaches at all, but by private car or on hired transport. Enforcement would in any event be a matter for the police.

5.37 Despite these concerns, the Traffic Commissioners have made use of their powers. Restrictions may also be put on the movements of a company's football coaches. The time of arrival may be set, for example, at no more than one hour before kick-off and departure at no more than one hour after the end of the match, with no stops to be made, except in an emergency, within 10 miles of the ground.

5.38 The Group commends the Commissioners for supporting the police in this way. But we see drawbacks in the wider application of such restrictions and share many of the doubts expressed above about the efficacy of an alcohol ban. If too many restrictions were placed on coach travel, supporters currently using this method could turn to self-drive private hire mini-buses to which no controls could be applied and whose movements would be unknown. We believe that potential hooligans

tend to travel by train rather than by coach so that any problem is likely to be minimal. We do not therefore recommend any legislation, but we express the hope that the Traffic Commissioners will make the full appropriate use of their powers in the light of police advice.

#### Alcohol on trains

5.39 The Working Group considered additional controls on the consumption of alcohol on trains. We are mindful that for all categories of service, whether chartered, sponsored, "specials" or normal service trains, British Rail has a discretionary power to prevent alcohol being taken on board or consumed there. The available statistics for the last two soccer seasons show that the majority of trains carrying soccer spectators travel "dry"; 92% of all "football special" trains run "dry", as do 53% of service trains carrying significant numbers of football supporters. The Group congratulates British Rail on this effective use of the powers available to them. In the absence of any suggestion of widespread problems on the trains associated with drunkenness, the Group concludes that there is no case for recommending additional measures.

#### Information

5.40 The lack of an adequate data base makes it very difficult to quantify how successful measures taken to date have been and likewise to predict the impact of new measures. The obvious source of statistics is police records. But the police - other than the British Transport Police and, to some extent, the Metropolitan force - do not keep distinct records on football related incidents. This is understandable as there is no offence of 'football hooliganism'.

5.41 It would be disproportionately expensive to record separately offences related to soccer and we shall have to await the results of continuing research by Leicester University to discover how effective past measures have been. This project, which is jointly funded by DOE and the Football Trust, will be based upon earlier work but will compare the effectiveness of different methods of crowd control, contrasting those clubs which have had success in reducing trouble with those that have not. It is also proposed to study methods used in Holland and Germany, particularly in relation to arrangements made for visiting supporters. This is a substantial project and, unfortunately, will take up to two years to complete.

SECTION 6 : NEW OR IMPROVED MEASURES (INTERNATIONAL)

6.1 The increase in trouble at European matches involving British clubs, coupled with the decline of violence at domestic matches, means that the "export" of hooliganism now causes most concern. Planning, preparation and coordination are the most important factors in preventing trouble, as with domestic matches; but the difficulties are compounded by the number of authorities and distances involved.

6.2 English clubs and the Football Association have, over a number of years, urged their European colleagues to adopt similar precautions to their own, with particular respect to the control of ticket sales and segregation. However many countries have less experience than we unfortunately do of controlling potentially violent supporters; others adopt practices which, whilst effective for their own supporters, can exacerbate the feelings of British "fans". Because of their own circumstances and perception of the problem they have not adopted all of our suggestions and are often unwilling to accept the loss of revenue which proper control of ticket sales and segregation would incur. UEFA's (European Union of Football Associations) ground rules do cover such matters as spectator segregation but, though basically good, their rules are often inadequately applied.

6.3 It is against this background that the Council of Europe Recommendation was formulated and agreed. The problem now faced is mainly one of enforcement, but there are some additional measures which also need considering.

A. MEASURES PRIMARILY FOR THE FOOTBALL AUTHORITIES

Powers of UEFA

6.4 For matches in European competitions, UEFA not the FA is the competent disciplinary body. Its rules and methods of operation are similar to those of the FA. (Its ground rules for limiting violence are at Annex H). The Group perceives important differences, however, in the way in which UEFA seeks to enforce them.

6.5 In common with the FA, UEFA holds disciplinary hearings following reported incidents of violence within the grounds. The FA General Secretary is a member of UEFA's Disciplinary Boards and receives and considers their conclusions. The Boards do not take evidence from those present, as does the FA, but relies on the

report of its observer at the game. Thus, there can be little consideration of the precautions taken against violence by either club, and questions of whether the home club has fulfilled its obligations under the UEFA ground rules appear to receive only a cursory examination. In sharp contrast to the Group's concern that the FA pays too much regard to whether a club had taken "reasonable" precautions, UEFA, it appears to the Group, takes the view that a club is responsible for all actions of those who purport to support it. We consider that the UEFA ground rules have not been adequately enforced; and when visiting English clubs' supporters have, because of this, been able to cause trouble, English clubs have to some extent been unfairly penalised. Consequently, we hope that UEFA will take further steps to ensure that its own rules are observed and enforced.

#### Club membership

6.6 The Group would have liked to recommend the introduction of a membership card scheme for European games on the lines of that suggested for home matches. There are, however, additional difficulties. These games are played under the auspices of UEFA, not the FA. UEFA could be unwilling to ask clubs in other European countries to cooperate: they clearly see the matter as an English problem. Further these clubs would not have the necessary hard- and soft-ware crucial to the scheme's success.

6.7 The FA could however approach UEFA to ask for their assistance in better controlling the access of British supporters to matches in Europe. Currently, whether English clubs and the FA take tickets or not, potential hooligans know that they will be able to buy tickets on the day of the match either officially at the ground, or unofficially through ticket touts, and thus gain access to the ground. This destroys whatever segregation might have been planned by the home club and exacerbates the risk of violence. There is little that the FA or clubs can do alone. We understand that the FA may no longer take tickets for matches in Europe involving the England side since they believe that the Association cannot accept responsibility for the supporters who travel; the cost and work involved in taking and selling tickets has not been justified by the results. Whether or not tickets are taken, hooligans will travel and will get inside the Stadium. However, the Group recommends on balance that the FA, and clubs, take an allocation of tickets for their supporters: segregation is more likely to be ensured in this way, and the law and order authorities abroad, as well as in this country, could

be forewarned of supporters' travel plans. The Group accepts nonetheless that, under present arrangements, it is impossible for the football authorities in this country to identify hooligans in advance and ensure that they do not get tickets.

6.8 We recommend that supporters should travel as members of organised groups rather than individually so that adequate preparations can be made for them. We believe that Britons not holding tickets for the match should if possible stay away from its vicinity in view of the strict security measures which Governments have agreed to take.

6.9 We recommend that the FA should discuss with UEFA the implementation of a possible scheme to limit the sale of tickets and admission to grounds in Europe to members of a national supporters' club. We do not underestimate the practical difficulties; but we commend as a model to provide a basis for discussion the scheme devised by the Leicester University research team in their book "Hooligans Abroad". It is possible that UEFA might be reluctant to cooperate; we understand that such a system could be difficult to enforce; but we believe that such a scheme could deter hooligans and potentially have a significant effect in reducing violence.

#### Liaison Officer

6.28 The FA's Overseas Liaison Officer attended two of the Groups meetings arranged to discuss specific matches. He performs a most useful coordinating role for matches abroad: his primary responsibility is for England team fixtures but he is also available to advise and help in the arrangements for English club matches on the continent. The Group feels that the Scottish FA should be encouraged to make a similar appointment.

#### B. MATTERS PRIMARILY FOR THE LAW ENFORCEMENT AUTHORITIES

##### Policing of cross-Channel ferries

6.11 The British Transport Police (BTP) have jurisdiction to police the ferries of Sealink UK Ltd and they frequently travel on those ships which carry football supporters. In practice most of those supporters who are likely to present crowd control difficulties travel by train to the ports and from there by Sealink ferries. Not all "Sealink" vessels are operated by Sealink UK Ltd; the foreign

"Sealink" vessels are operated by SNCF (France), RTM (Belgium) and SMZ (Holland). The BTP do not have jurisdiction to police the ferries of the other British ferry operators or the Continental Sealink companies. Analysis of what went wrong on 29 February on the St Eloi - a French flag "Sealink" vessel carrying supporters to the England v France match - demonstrated the importance of coordinated action by authorities on both sides of the Channel, based on clear advance understanding of their respective responsibilities.

6.12 Following the St Eloi incident the British Transport Police decided that they would no longer attempt to police vessels on which they have no jurisdiction. Their role, if any, on foreign vessels will be confined to advising the foreign police forces. BTP have redoubled their efforts to liaise effectively with their colleagues overseas well in advance of each match likely to give rise to trouble.

#### Liaison by ferry companies

6.13 The British ferry operators have reviewed their methods for dealing with football supporters. Of the companies concerned, only Sealink UK regularly has to deal with large numbers of fans. After discussions with its port managers, the BTP and with the Department of Transport, Sealink UK came to the conclusion that the "best practices" of its masters in dealing with football supporters should be drawn up and issued as guidelines to all Sealink port managers and masters. This was done in advance of the matches in April and May.

6.14 The existing precautions for dealing with supporters on ferries have been tightened by both the British Transport Police and the ferry companies. The policing and handling on foreign ferries was significantly improved as a result of the contacts made by BTP and Sealink UK with their counterparts overseas and letters sent by the Minister for Sport to his colleagues abroad.

6.15 The Working Group concluded that considerable advances had been made by the agencies involved in the international transport of football supporters during April and May. This is partly the result of the efforts which the Working Group itself had made in emphasising to those responsible the importance which Government and Parliament attaches to minimising the risks of a repeat of the problems which had arisen on the St Eloi. The Group considers that the present arrangements on the British side of the Channel are as effective as they could

reasonably be expected to be. But there is certainly no room for complacency. Pressure should be maintained to ensure that good liaison continues with the authorities abroad; experience with future matches should be carefully monitored and reviewed by all concerned.

Liaison by British Transport Police

6.16 The Group welcomed the efforts of the British Transport Police to secure good lines of communication with all football league clubs. In advance of foreign matches they usually receive the ready co-operation of the clubs, who are able to supply details of ticket sales and travel arrangements made by official supporters clubs, and frequently pick up useful rumours on the intentions of "unofficial" groups. In the past, also, the BTP have liaised with British Rail and Sealink and passed worthwhile intelligence on to various Continental authorities and to British Consulates.

6.17 For the match between Nottingham Forest and Anderlecht in Brussels on 25 April the liaison arrangements were extended. With encouragement from the Working Group, the BTP offered to act, experimentally, as a focal point in the United Kingdom for travel information, covering movements by train, air, coach, private transport and cross-channel ferries; and to pass on relevant information to the Belgian police and port authorities on a reciprocal basis. To that end they set up meetings involving the Kent County Constabulary and the Belgian Gendarmerie, one outcome of which was that the Gendarmerie for the Ostend district agreed to accept all information and advise all other interested organisations in Belgium.

6.18 It is important to consolidate these and similar links. We welcome the seminar recently held by BTP to establish permanent lines of communication with continental police forces and other organisations. The BTP is uniquely qualified to coordinate transport information in the UK and with forces overseas. We hope they are prepared to continue in the role they have successfully developed, within their resource constraints.

Transfer of proceedings

6.19 Concern has been expressed - and the Working Group has some sympathy with this - that some European countries, contrary to the provisions of the Council of

Europe Recommendation, do not bring many British "hooliganism" offenders to trial, but simply deport them. It saves time, trouble and money: it does not, however, provide any deterrent.

6.20 It would be theoretically possible for the UK to negotiate bilateral agreements with other countries for the return to the UK of British offenders for them to be dealt with by British courts. But this would require primary legislation. The effect would be to assume extraterritorial jurisdiction in respect of various activities on the part of British citizens abroad which, if undertaken in this country, would have constituted offences under United Kingdom criminal law. The offences in question would have to be those most commonly committed by football hooligans - presumably criminal damage, theft and various offences against the person. Without such legislation the courts would be unable to deal with any returned offenders. However, the provisions would necessarily be very broad. There is no obvious way of distinguishing football hooligans from any other British citizen whose activities abroad would constitute a criminal offence if committed in the United Kingdom; the legislation might well have to be on a world wide basis; it would need to apply to a considerable number of offences; and it would presumably have to cover the criminal jurisdictions not only of England and Wales but also of Scotland and Northern Ireland.

6.21 Legislation on these lines would be complex and difficult. It would also be objectionable in principle. It would represent a considerable distortion of the territorial principle on which our criminal law is based. The potential practical difficulties for our courts, moreover, would be substantial.

6.22 These objections apart, it seems highly unlikely that other countries would think it worth their while to conclude such agreements - even if the necessary United Kingdom legislation were enacted. For a prosecution to be successful, our courts would require the presence of witnesses from the country in which the offence took place. It is unrealistic to suppose that, except perhaps in the most serious cases, the countries affected would be willing or able to devote the necessary resources to the prosecution in this country of people caught by any new extraterritorial legislation. For these reasons, we conclude that the idea is not a practical one.

C. MEASURES PRIMARILY FOR CENTRAL GOVERNMENT

Implementation of the Council of Europe Recommendation

6.23 Since the Recommendation was agreed by the Council of Europe drafting group and put to the European Sports Ministers there have been three matches in Europe involving English teams at which there have been disturbances - serious ones at Luxembourg v England on 16 November 1983 and France v England in Paris on 29 February 1984 and less serious at Anderlecht v Tottenham Hotspur in Brussels on 9 May 1984.

6.24 For the match in Brussels the Recommendation was closely followed; pre-match planning was of a high standard and there was excellent liaison between the Belgian and British authorities. The AS Roma v Liverpool match in Rome on 30 May 1984 is another example of the Recommendation being fully implemented and there being only limited outbreaks of violence. The Paris match is, unfortunately, a different story. There were meetings with the French which agreed arrangements in accordance with the Recommendation. However many important provisions were not implemented, thus contributing significantly to the disturbances on the French Dover-Dunkirk Ferry, on the train from Dunkirk to Paris, in the stadium and, after the match, in the streets outside. In particular, tickets were sold on the day of the match and, therefore, plans to segregate supporters failed.

6.25 In advance of the match the Minister for Sport had written to his French Ministerial colleague pointing out the potential dangers and drawing her attention to the Recommendation. He sent similar letters to his Belgian and Italian colleagues before the matches in their countries. Such letters from the Minister for Sport to his colleagues are very useful in paving the way to close cooperation between our authorities and those of the 'home' country. An example is at Annex I.

6.26 The Group believes that the Government, its officials and the Football Association must continue to take the lead in the implementation of the Recommendation. This applies both on a match by match basis and at the higher policy level. The Recommendation is itself, of course, a British initiative, as was the resolution passed by the Conference of European Ministers for Sport in Malta on 14-16 May confirming the commitment of the Ministers to the implementation of the Recommendation.

6.27 Coordination for European Matches has been managed by DOE in cooperation with the Consular Department (FCO) and other Whitehall Departments. The Consular Department and our Consulates abroad have nominated officials - normally the Consul himself - who are ready to give all possible help and advice to visiting British clubs. They have been given detailed instructions on planning and precautionary steps. (Annex J).

#### Government Liaison

6.28 On submission of this report the Group has discharged its remit. But the role it has played in the preparations for European fixtures might usefully be taken up by a similar group, comprised of officials and representatives from the Football Association, the police and club. It could meet monthly during active periods (and at very short notice to deal with emergencies) with the prime function of identifying problem matches and ensuring that all the necessary precautionary steps - as set down in the checklist prepared by the Group (Annex K) - are taken. The terms of reference for this group would need to be carefully drafted to ensure that the separate responsibilities of the Football Association and Government were respected.

#### Consular Confidentiality

6.29 The Group recognises the efforts made by the Football Association to compile a list of potential hooligans so that it can make more informed judgements about ticket sales. We recognise also, however, the importance of Consular confidentiality, which prevents Consulates making available to the FA names and addresses of those supporters arrested and even those found guilty of "hooliganism" offences unless the details are reported in the open Press. (The reason for this is the invariable practice for Consuls to respect the wishes of all prisoners (except minors) about whether or not to inform others - principally, the next of kin - about arrests and convictions.) Recent experience in Paris and Brussels has shown that the number of British nationals actually charged with, or later convicted of, "hooliganism" offences is very small and that all their names were published in the press here and abroad. But on other occasions there may be more arrests; that would be consistent with the Council of Europe Recommendation and with everyone's proper concern that offenders at football matches receive the due process of law. Or the press may fail to publish names. In the latter case, we recognise the FA's

concern to know the names but we consider that the principle of Consular confidentiality should be upheld. Inquiries about the identity of people convicted should be made through UEFA, the national football authority or Government Departments here.

#### Withdrawal of Passports

6.30 There has been public and media pressure to withdraw passports from convicted "hooligans". The Government has previously rejected this possibility; we recognise that the reasons for doing so are neither widely understood nor accepted. Having considered the proposition we are clear that it should not be pursued, for the following reasons:-

[NB: This section to be redrafted by Home Office]

- The Government has no powers to withdraw passports and to take such powers would be constitutionally unsound
- it would be difficult to limit any action to football hooligans (in the absence of a specific offence)
- it would set an undesirable precedent in respect of other crimes (especially those thought to be more serious)
- what is now simply a travel document would become evidence of an individual's criminal record
- there would be inconsistency: such a system would depend for its effectiveness upon foreign authorities notifying the UK of convicted offenders
- it would be difficult to enforce. Hooligans could not be prevented from obtaining a British Visitor's Passport (BVP) from any Post Office; BVPs could be withdrawn, but this would deny a speedy and temporary passport to many innocent people. There is in law no provision to prevent people leaving the country without a passport (though they would probably be refused entry at the port of arrival).

- if the passport were confiscated by foreign authorities, the return of Britons from abroad without one would pose particular problems for the immigration authorities.

6.31 We cannot, therefore, recommend direct action in this way. Neither do we consider that the Government could demonstrate its sensitivity to public pressure by encouraging the authorities abroad to somehow endorse a convicted hooligan's passport and then not readmit him to their country. The practical difficulties would remain. However, there would appear to be no bar to circulating the names of known hooligans to immigration officers at ports of entry, as is done in the case of convicted offenders recommended for deportation by a British court and subsequently deported. Their passports are not endorsed but their names are placed on a "warning list" available to all immigration officers so that the offender can be identified on any future attempt to come into the country and refused entry. We believe that similar systems exist in other European countries. We therefore recommend that enquiries be pursued by the Government into making available warning lists of football hooligans to immigration officers.

#### Alcohol on Ferries

6.32 Alcohol is available on ferries from two sources. There are bars, buffets and restaurants selling food and drink for consumption on the ferry; there are duty-free shops selling cigarettes, alcohol and other merchandise for importation into the passenger's country of destination. The ferry companies see both of these as a valuable service to their customers and as a source of revenue.

6.33 Powers already exist for the control of the sale of alcohol on vessels. Masters of vessels have complete discretion to ban the sale of alcohol on any sailing if they consider this step to be necessary for the safety of the ship, which is their prime concern. The Merchant Shipping Act 1974 also gives Masters wide powers to deal with drunk or disorderly passengers on their vessels or wishing to board their vessels.

6.34 The Group looked at the question of whether the present practices by ferry Masters in restricting the sale and consumption of alcohol were adequate. Neither the number nor the seriousness of incidents involving football supporters on ferries justifies, in our view, automatically banning all alcohol from ferries

which carry significant numbers of supporters. Such a step would penalise ordinary members of the public travelling on ferries with the supporters. It would also penalise the vast majority of peaceful supporters. The advice of the ferry companies is that the arbitrary banning of alcohol sales on a vessel without good reason could enhance problems with football supporters.

6.35 The Group recognises that sometimes the banning of alcohol on a particular ferry would be the right action to take. But that is a decision for the Master. Attempts to lay down arbitrary rules and guidelines are likely to be counter productive. However, the arrangements should be kept under review. Generally, it would be important to ensure that both British and foreign Masters are warned of trouble in advance and given the necessary guidance by their supervising officers.

SECTION 7 : ELIMINATING THE PROBLEM

7.1 We have sought to identify in Sections 5 and 6 some further or improved measures that the Government and the football authorities might take to combat football spectator violence. These are designed to contain and reduce incidents; they are very unlikely to meet the objective sometimes expressed of eliminating hooliganism from football. We may be rid of the problem in the long term, through policies and changes influencing society and young people generally. But in the short term at least violence may be eliminated in our view only by actions which would be considered repressive and which would offend many of this country's traditional freedoms. We consider that the withdrawal of passports which we discuss in paras 6.30 and 6.31 comes into that category. Other examples sometimes suggested are:-

- closing down (either temporarily or permanently) clubs with a poor record on violence but which resist taking remedial measures suggested. The modern football club is a commercial enterprise so that would be an extreme step. It is also possible that the troublemakers would simply move to an adjacent club;
- mass policing - say, 750 at a first division match - could suppress violence, but at great cost;
- ensuring that people leaving the UK for a particular match have a ticket. But it would be impossible to identify those who were definitely intending to go to the match; suspects could readily claim to have a different destination;
- preventing everyone travelling abroad to particular countries on the day of, or before, specific matches. This would be an extreme step by any standards and in our view not justified by the scale of this particular problem.

7.2 Our consideration of the many suggestions of this kind has not revealed a viable solution. We are aware that many experts have similarly failed to find the ultimate remedy. We understand the concern to seek an absolute, even a draconian, answer to this problem, but we believe that none exists which is both reliable in

its effect and fair in its impact. We therefore conclude and recommend that for the present at least the realistic aims and objectives for policies and actions by the Government and football authorities are those set out in the previous sections of this report.

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## MEASURES TAKEN BY THE GOVERNMENT SINCE 1979

## DOMESTIC MEASURES:

Legislation

The Criminal Justice Act 1982 strengthened the powers of magistrates to deal with offenders: the Courts can now require parents and guardians to pay fines, costs and compensation for offences committed by young persons and children. The Act places upon the Courts the duty to make such an Order against the parents or guardian, unless the Court is satisfied that he or she cannot be found, or that it would be unreasonable to make such an Order. The Act has also given the Courts greater flexibility in the sentencing of young offenders, providing a new sentence of youth custody and doing away with the limitations on custodial sentences for young offenders. The power to impose Community service Orders was amended to bring offenders aged 16 or over within the scope of the scheme.

Attendance Centres

The Courts can use an attendance centre order to prevent offenders from attending football matches. There are a total of 120 attendance centres; the majority (106) are junior centres for the 10-16 age group. The other 14 are senior centres, designed for the 17-20 year olds. The Courts have the power to make an order operative in the offender's home town, thus enabling them to impose this penalty on visiting supporters.

Advice to League clubs

On 3 February 1983 the Minister for Sport wrote to the President of the Football League drawing clubs' attention to the need to take precautions against crowd. Segregation and planning were highlighted as the important measures. A copy of this letter was sent to all League clubs (Annex C).

A more detailed "blue-print" listing the precautions which should be taken was circulated to League clubs on 19 August 1983 in time for the new season (copy at Annex D). The "blue-print" revised existing recommendations in the light of experience and for the first time ensured that recommendations on segregation and movement of crowds became mandatory under FA rules.

#### INTERNATIONAL MEASURES

##### World Cup

When it became clear that three of the UK's national sides had qualified for the World Cup finals in Spain (June/July 1982), the Minister for Sport set up a Liaison Group involving the three (successful) home Football Associations (England, Scotland and Northern Ireland) and appropriate Government Departments. The Liaison Group, with DOE in the lead, held extensive discussions with the Spanish authorities - Government, municipality, police and soccer - to ensure that adequate precautions against crowd violence were taken. The Minister for Sport visited Spain twice for discussions with his Spanish colleague. The result was that very little trouble was caused by British fans. This initiative showed that early planning for matches to ensure that precautions are taken is successful in diminishing crowd disturbances.

##### Subsequent International Matches

The success of the precautions taken for the World Cup led the Minister for Sport to reconvene the Liaison Group to coordinate precautions both for subsequent international matches, and for matches in the English Football League.

Additionally, after pressure from the Minister for Sport, the English and Scottish Football Associations appointed Overseas Liaison Officers - retired senior police officers. Their task was to liaise with the various authorities involved to ensure that adequate precautions were taken against crowd violence when British teams played abroad. The English FA alone continues to use a Liaison Officer, with support from the Departments involved and the Embassies.

Council of Europe

As a result of an initiative by the Minister for Sport, to secure better European cooperation, a Council of Europe working group led by the UK drafted a Recommendation calling for joint action amongst European countries to combat spectator violence (see Annex E). The Recommendation was discussed and agreed by the European Ministers for Sport in Rotterdam in November 1983 and as formally adopted by the Council of (Foreign) Ministers in March 1984. It has not yet been thoroughly tested.

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



J J Dunnett Esq MP  
President  
The Football League  
Lytham St Anne's  
Lancashire FY8 1JG

3 February 1983

*See Jack:*

You, Bert Millichip and I are all deeply concerned at the recent return of crowd violence at some league matches. That it is continuing to afflict some clubs is a matter of grave concern to me. You offered to circulate a reminder letter to the 92 League Club Chairmen as a matter of some urgency.

The Football Association has, in the past, circulated useful guidance on crowd control to the affiliated clubs. The current difficulties primarily affect the professional league clubs. It seems to me essential to remind clubs that there are precautions which must be taken, and to highlight two particularly sensitive points. In doing so, I must pay tribute to the efforts which our clubs have made in recent years in trying to uphold law and order in and around the grounds. I also do not seek to pre-empt the work of the Liaison Group, or the proposed Council of Europe Working Group, both of whom are working on detailed advice which we hope to receive shortly.

Experience, both here and abroad, has shown that adherence to the available guidelines effectively limits crowd violence. There appear to be two key requirements:

- a. segregation - which must be effective: this means working out the right measures for each stadium, terrace and stand;
- b. careful and detailed preparation and planning, especially with the Police. This will involve a rigorous on-site assessment by both clubs well in advance of all matches involving sides with a history of violence by a minority of their supporters.

These guidelines are not new, nor may they be exhaustive, but I hope clubs will make use of them until we have the detailed recommendations of the Liaison Group. As we are both aware, no such guidelines can represent a panacea to make our major winter sport once more the family entertainment we all want it to be. We are all saddened by recent events, which make it plain that a reminder of the basic "rules" cannot be out of place. I urge clubs to look again at their procedures and precautions so that we can prevent further outbreaks of violence in the weeks to come.

*Neil MacFarlane*  
NEIL MACFARLANE

## MEMORANDUM TO FOOTBALL LEAGUE CLUBS REGARDING CROWD CONTROL

1. CLUBS ONLYMANDATORY

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

Strongly Recommended

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

2. IN RELATION TO ALCOHOLMANDATORY

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

Strongly Recommended

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

3. CLUBS WITH THE POLICEMANDATORY

- (a) Liaise with the Police to ensure proper deployment of stewards within grounds. Stewards should be properly trained and regularly briefed to ensure they are capable of working closely with Police. Stewards must be conspicuously dressed and easily identifiable.

- (b) Liaise with Police to arrange for the escort of visiting supporters from stations and coach parks to the ground and return. (See also Mandatory Recommendation 1(b)).
- (c) Arrange for Police surveillance at the turnstiles to prevent missiles and alcoholic drinks being taken into the ground.

Strongly Recommended

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

4. CLUBS AND SUPPORTERS' CLUBS

Strongly Recommended

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

# COUNCIL OF EUROPE

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# CONSEIL DE L'EUROPE

4th CONFERENCE OF EUROPEAN MINISTERS  
RESPONSIBLE FOR SPORT

Malta, 14-16 May 1984

B 2

MSL-4 (84) Inf 2  
Addendum

RECOMMENDATION No R(84)8  
OF THE COMMITTEE OF MINISTERS TO MEMBER STATES  
ON THE REDUCTION OF SPECTATOR VIOLENCE AT SPORTING EVENTS  
AND IN PARTICULAR AT FOOTBALL MATCHES

(adopted by the Committee of Ministers on 19 March 1984 at the  
368th meeting of the Ministers' Deputies)

84.319  
04.8

1. The Committee of Ministers, under the terms of Article 15b of the Statute of the Council of Europe,
2. Recalling its Resolution (76)41 on the "Principles for a policy for Sport for All";
3. Bearing in mind the Resolution adopted by the European Ministers responsible for Sport on "Violence associated with Sport" at their 2nd Conference at London in 1978, and their Declaration on spectator violence at football matches and other sports events, adopted at their 10th informal meeting at Rotterdam in 1983;
4. Having regard to Recommendation No. 963(1983) of the Consultative Assembly on cultural and educational means of reducing violence;
5. Respecting the established independence of sports federations, including the international football authorities and the national football authorities in member States;
6. Emphasising the important contribution made by sport and, especially, because of their frequency, football matches between national and club teams from member States, to international understanding and European co-operation;
7. Supporting the principle of fair play in sport and recognising the value of a thorough appreciation of this sporting ideal among spectators;
8. Considering that, in order to reduce violence in society generally, action must be taken against all forms of violence;
9. Concerned by the growth of violence associated with sport and, in particular by misbehaviour and violence among spectators at football matches, which damages sport by tarnishing its public image, by deterring spectators and which may also discourage participation at the levels of sports so affected;
10. Concerned that violence and misbehaviour impose wider social and economic costs on the communities of member States, including those arising from injury to third parties, policing, and damage to property;
11. Considering that the governments of member States and the sports organisations have separate but complementary responsibilities in combating spectator violence and that the two should work together to this end;
12. Commending the actions already taken by member States and by the responsible national and international football authorities to reduce or contain this problem;

13. Convinced that member States of the Council of Europe should take a lead in seeking solutions to the problem, and that their first priority should be the implementation by Governments and by football authorities of practical measures which will have an immediate impact,

I. Recommends the governments of member States:

A. That as far as football matches are concerned, they should, within applicable constitutional limits:

1. acknowledge their responsibility, complementing that of regional and local government and of other public agencies, and that of the football authorities, to curb violence amongst spectators;
2. co-ordinate at national level the policies and actions of government departments and other public agencies against spectator violence, and foster similar co-operation to this end at other levels;
3. attach immediate priority to the formulation and implementation of practical measures designed to reduce spectator violence in the short term, these to include:
  - a. appropriate steps to provide that adequate police resources are available to counter anticipated outbreaks of violence, both within the immediate vicinity of and inside the stadia and along the transit routes used by spectators and also to encourage co-operation including the exchange of information between the police forces of the different localities involved;
  - b. the consistent employment of, or where such does not exist the consideration of the adoption of, appropriate legislation, with a view to ensuring that those found guilty of offences related to spectator violence receive appropriate penalties, taking into account the serious nature of violent offences, which penalties may also deter others from similar acts;

B. That they co-operate fully with and take all possible steps to encourage their national football associations to:

4. ensure that effective measures are taken at and within stadia to reduce spectator violence at football matches and in particular:
  - a. to ensure that the design and physical fabric of football stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control by police and contain appropriate barriers or fencing so as to protect the playing field and to control the movement of spectators around it;

- b. to segregate rival supporters, with one or more terraces reserved for visiting supporters only;
  - c. to ensure this segregation by controlling the sale of tickets for matches, and to avoid the casual sale of tickets that might undermine such segregation;
  - d. to ensure insofar as it is legally possible the exclusion of known trouble makers;
  - e. to ensure the provision of an effective public address system and that full use is made of this, of the match programme brochure and of other publicity outlets to encourage good behaviour by spectators;
  - f. to restrict, if not ban, the sale of alcoholic drinks, including beer, and, if the sale of such beverages is permitted, to ensure that they are not available in potentially dangerous containers;
  - g. to take all practicable steps to ensure that spectators do not bring in any objects that might be used in acts of violence;
  - h. to consider appointing liaison officers to discuss before matches arrangements for crowd control with all appropriate public authorities so as to ensure that any relevant rules are enforced through concerted action;
  - i. to encourage the establishment of official supporters' clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures;
5. ensure that the rules and guidelines of the Union des Associations Européennes de Football (UEFA) for the avoidance of crowd disturbances are implemented as a minimum standard at all relevant matches and to consider adapting and extending them as appropriate to national circumstances so as to have a clear set of rules applicable to domestic matches;
- C. That they work closely with their respective national football authorities to:
6. seek arrangements to assist with the financing of alterations to the physical fabric of stadia or other measures necessary to improve safety and to curb spectator violence;
7. consider the possibility of introducing a system of stadia licensing to promote the safety and orderly behaviour of spectators especially for those stadia used for matches likely to attract large or unruly crowds;

8. invite the media - whilst supporting their editorial independence and recognising their responsibility to report acts of violence - to highlight examples of fair play and sporting behaviour by participants or spectators, in order to give publicity to the authors of such acts and encourage their peers to emulate them;

9. foster co-operation among relevant public authorities, football clubs and stadia owners to ensure good spectator access to stadia (including bus and car parking facilities), unnecessary obstacles to spectator access being a possible stimulus to aggression among spectators;

10. consider the introduction of procedures and studies to monitor the impact of measures to alleviate violence and misbehaviour by football spectators;

D. That, in addition, on the occasion of international club and representative matches or tournaments they should:

11. co-operate closely and encourage similar close bilateral and multilateral co-operation as appropriate both among the relevant national football authorities involved and among the respective national public authorities (for example, police forces) including those of countries which may be crossed by visiting spectators;

12. seek to ensure, bearing in mind each member State's legal procedures and the independence of the judiciary, that visiting spectators, apprehended in connection with acts of spectator violence are tried under procedures which are in accordance with the principles set out in paragraph A.3.b above, or, where appropriate, take advantage of the possibility of transferring proceedings against such persons to the country of residence;

E. That as far as other sports events are concerned where violence and misbehaviour among spectators may be a problem, they apply the same principles and ideas as are embodied in this Recommendation, with respect both to governmental action and to action in co-operation with the national sports organisations concerned;

F. That so far as the general causes of violence amongst players and spectators are concerned, they take additional long term measures to prevent the growth of violence in sport by promoting the sporting ideal through educational and other campaigns and by giving support to the notion of fair play, especially among young people, so as to enhance friendship among sports players and spectators;

II. Instructs the Secretary General to transmit this Recommendation to the governments of those States Party to the European Cultural Convention which are not members of the Council of Europe.

## ANNEX

The maximum penalties available to magistrates for the offences most commonly associated with football hooliganism are as follows:

|                                              |                                                                           |
|----------------------------------------------|---------------------------------------------------------------------------|
| Common assault                               | 2 months' imprisonment and/or £400 fine                                   |
| having an offensive weapon in a public place | 3 months' / £2000                                                         |
| criminal damage                              | if value £400 or less 3 months/£1000<br>if value over £400 6 months/£2000 |
| assault on a constable                       | 6 months/£2000                                                            |
| threatening behaviour                        | 6 months/£2000                                                            |
| assault occasioning actual bodily harm       | 6 months/£2000                                                            |

More serious assaults and offences of criminal damage can also be tried on indictment in the Crown Court, to which considerably heavier penalties, including unlimited fines, are available.

Powers to deal with juveniles (10-16 yr old) offenders are more limited. No juvenile may be sentenced to imprisonment but where they might otherwise have been imprisoned boys aged 14 or over may be sentenced to detention for between 21 days and 4 months and offenders aged 15 or 16 may also be sentenced to youth custody for up to 12 months. Juveniles may not be fined more than £400 or £100 in the case of children under the age of 14. The Criminal Justice Act 1982 provides that parents may be held responsible for these fines.

Summary of offences and disposals at the Middlesbrough v Leeds and Brighton v Chelsea football matches on 3 September 1983 and at the Reading v Bristol City match on 7 April 1984

At Middlesbrough, six teenage youths were fined between £200 and £350 for offences of threatening behaviour and three youths were sent to a detention centre for 42 days and a fourth sent to prison for the same period.

In Brighton, eight youths were fined sums of between £75 and £500, one received a sentence of three months' youth custody and one of 180 hours of community service for public order offences. One youth was fined for possession of an offensive weapon; one sentenced to six months' imprisonment and one sentenced to six months' youth custody for assaults on the police; and in two cases of damage, fines of £25 and £500 compensation were imposed.

In Reading, 48 arrests were made. Of the 47 who were charged, 43 appeared in court on 10 April. 20 were charged with offences under the Public Order Act, 3 with assault on the police, 3 with obstructing the police, 3 in connection with binding over complaints, 13 for indictable assault and one on a drink charge. Of these, 28 pleaded guilty and 19 were fined, fines ranging in 18 of those cases between £200 and £300. Costs were also awarded in all cases. 3 further offenders were bound over for one year and one received a sentence of 3 months' imprisonment suspended for one year. 5 ~~immediate~~ custodial sentences were imposed: 2 for periods in a detention centre and one each of one, 2 and 3 months' imprisonment. The remaining 15 cases have been adjourned.



## Ordre et sécurité dans les stades

Instructions impératives et recommandations pour éviter des troubles provoqués par la foule

## Order and security in the stadia

Binding instructions and recommendations to avoid crowd disturbances

## Ordnung und Sicherheit in den Stadien

Verbindliche Weisungen und Empfehlungen zur Verhütung von Zuschauerausschreitungen

et jusqu'à nouvel avis  
1976/77 and until further notice  
und bis auf weiteres

Binding instructions and recommendations to the organizers of UEFA competition matches and to the visiting teams with regard to precautionary measures to avoid crowd disturbances

*The passages printed in bold type are to be considered binding instructions.*

### 1. Precautionary measures

- a) **Controlled sale of the tickets in co-operation with the visiting club or Association.**
  - If possible the visiting team shall be granted the amount of tickets required. Tickets allocated to clubs or Associations shall be distributed as they wish but clubs or Associations will be entirely responsible for this distribution.
  - Supporters of the visiting team must be segregated into limited groups (with a maximum of 500 each group if possible) and they should, if possible, not be placed in the front rows which are closest to the playing field. No contact between the supporters of the two teams.
  - Avoidance of black markets. **At the venue of the match no sale of blocks of tickets, but only by small quotas.**
- b) Possible control by the visiting club or Association before departure to determine whether in particular persons under age dispose of the required financial means. (Thus one could avoid that impecunious fans set foot on foreign territory to start with.)
- c) Influence should be exercised on the activities of the fan clubs in order to obtain their support in avoiding incidents.
- d) The arrival of organized tours of supporters should take place on the day of the match only.
- e) Travel agencies should be instructed to refrain from serving alcoholic beverages on the organized trips.
- f) Travel agencies which are reluctant in co-operating in this respect should no longer be considered in the future.
- g) Control at the entrances of the stadium to avoid that bottles, rockets or other objects are being brought into the stadium.
- h) Confiscated objects shall be kept at a place especially provided for this purpose from where the persons concerned may reclaim them after the match.
- i) Terraces should be partitioned to minimise freedom of movement.

- k) Fences etc. erected between fields and spectators areas should have openings/gates for safety purposes.
- l) Prohibition of sales in the stadia of any beverages in bottles and/or cans as well as of distilled drinks.
- m) Possibly plain clothes policemen distributed among the spectators.
- n) Adequate security service in the interior part of the stadium as well as at the entrances and if possible also in the terraces. The security services must be present during the whole duration of the game.
- o) Service of ushers in the stadium.
- p) If possible, police agents patrolling in the interior part of the stadium, possibly with watchdogs on the lead.
- q) Formation of a special troop ready to intervene immediately in the sector concerned of the stadium in case of incidents.
- r) Distraction and entertainment of the spectators before the game by means of a match being played as curtain-raiser or of a music-parade etc.
- s) Close co-operation with the police forces; possibly direct contact by radio-telephone.
- t) Organization of press-conferences before the game, with the participation of the police, whose speaker may give details about the traffic situation and the maintenance of order on the approach roads and in the stadium area.
- u) Possible installation of television cameras in the stadium to supervise the spectators.

## 2. Communications to the public

- a) Announcement via mass-media of the introduced prohibitory measures, the controls to be carried out and of all other measures to the fans through the clubs or Associations concerned.
- b) At the same time issuing of an appeal in co-operation with the press, if necessary with the help of advertisements, by distributing leaflets to the spectators during a certain period at the preceding matches of the National Championship or by printing the appeal on the back of the entry tickets:
  - to refrain from bringing rockets, crackers or bottles to the stadium
  - not to throw objects
  - to abstain in any case from entering the interior part of the stadium before, during or after the match

- to keep the expressions of joy or of disapproval within the limits set for good sporting behaviour
- to back the security services in the carrying out of their duties
- not to allow that the misbehaviour of a minority deprives the majority of the pleasure of watching good football
- to preserve the good reputation of the own team by displaying an impeccable conduct.

- c) Abundant and useful orientation of the public and fans through the club or Association concerned already in their home country as to local particularities and customs as well as of special circumstances which travelling match visitors might have to face.

### *Examples:*

- Numbers of the bus and underground lines to the stadium
- Distance from the airport or station to the stadium
- Indication of parking facilities
- Indication of eating possibilities in the stadium or in its neighbourhood with indication of the average prices
- Indication of customs and monetary provisions.

- d) Before and during the game loud and clear announcements via loud-speaker system in the stadium also in the language of the visiting team. It would be useful if the visiting team could bring also its own speaker to make announcements to its supporters.

- 3. A close co-operation and an intensive exchange of information between the clubs or Associations concerned, including police authorities, will be necessary in all suitable points.

The before mentioned instructions and recommendations are subject to the disciplinary authority of UEFA. They have been approved by the Executive Committee on March 26th, 1976, and they become effective on July 1st, 1976.

Berne, March 1976

For the Executive Committee of UEFA

|                     |                        |
|---------------------|------------------------|
| The President:      | The General Secretary: |
| Dr. Artemio Franchi | Hans Bangerter         |



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

My ref:

Your ref:

18 April 1984

Dear M Hatry

The Committee of Ministers of the Council of Europe has now formally adopted the Recommendations on spectator violence. I am writing to you in the light of this document about the soccer match on Wednesday 25 April between Anderlecht and Nottingham Forest.

I understand that your police and football authorities have had, and are having discussions with police and transport authorities in this country, and with Embassy officials and the Football Association's Liaison Officer to ensure the adequate transportation of supporters to and from the game, and their segregation, as called for by the Council of Europe recommendation. I am grateful for this, and I shall ensure that the British Embassy continue to pass to your authorities details of the organised trips for Nottingham Forest supporters. Experience has shown, however, that not all will travel as part of the organised trips, particularly in this instance, due to the case of travel between our two counties. Often it is those travelling independently who have been found to cause trouble in the past. I should be grateful if you would ensure that all possible precautions are taken, particularly in respect of policing the Channel crossing.

I am sure that your police will be more than capable of dealing with any trouble which does arise, and I would urge them to take into account that trouble makers may arrive other than as part of the organised trips. I very much hope, of course, that the match, and the day, passes off without trouble. If there is any violence or other law breaking, however, I hope that the culprits will be arrested and brought before your courts and dealt with according to the law, as called for by the Council of Europe recommendation. It is important that the hooligans understand that they will not just be sent home without punishment if we are to deter them from causing trouble in the future.

I send you my best wishes for a successful and trouble free match.

A handwritten signature in dark ink, appearing to read "Neil Macfarlane".

NEIL MACFARLANE

Monsieur Paul Hatry

## SOCCER SPECTATOR VIOLENCE

## OUTLINE GUIDANCE NOTES FOR FCO POSTS

For most European matches involving British sides, representatives of the British club concerned visit the foreign football club well in advance to discuss all the arrangements, including security measures. Our Posts should offer such visitors any help they can.

Whenever any hooliganism by those expected to attend the match seems possible, British club representatives should be advised (and if necessary helped, in agreement with the host club) to meet representatives of the local police or other security forces to discuss preventative measures. The implementation of proper security measures is of course the responsibility of the host club and country but the British club concerned should cooperate with the host authorities to the full, with any support from HMG as may be appropriate.

Posts should also cooperate with the British club in helping to forward relevant information, e g about numbers of fans and methods of travel to the appropriate local authorities. In any case of difficulty as matches approach, or in obtaining information from sources in Britain, the help of Consular Department should be sought.

In cases where serious crowd trouble seems possible, Consular Department should be asked to arrange with the Department of the Environment (which is the lead Department in Whitehall) for a representation to be made to the foreign Government concerned either at official level through Embassies in London or by means of a Ministerial message. In such cases Consular Department may also be able to arrange through the Department of the Environment for a visit to the foreign club concerned by the English Football Association's security consultant.

/Background

## BACKGROUND

The willingness of Western European Governments to take joint preventative action against hooliganism associated with sport is expressed in a Recommendation adopted by the Council of Europe in March 1984. Its major points are that -

- (a) governments should ensure adequate policing at and around the grounds, and on the routes used by fans to approach the grounds. There should also be cooperation and the exchange of information between police forces;
- (b) governments should cooperate with, and encourage, their national football authorities to ensure that effective measures are taken at and within stadia to reduce spectator violence. Particular reference is made to adequate design and fencing of stadia to separate supporters from the pitch and opposing fans, the need to segregate rival supporters with one or more terraces reserved for visiting supporters only, and the need to ensure effective segregation by controlling the sale of tickets and avoiding the casual sale that might undermine segregation;
- (c) governments should cooperate with and encourage the football authorities to take numerous other precautions, including so far as is possible the exclusion of known trouble makers, the provision and use of an effective public address system and match programme and other publicity to encourage good behaviour, the restriction or banning of the sale of alcohol, including beer. Drinks should be sold only in non-dangerous containers, and spectators should be prevented from bringing into the stadia objects which might be used in acts of violence;
- (d) governments should also cooperate with and encourage their football authorities to ensure that the UEFA (Union of European Football Associations') rules and guidelines for the avoidance of crowd disturbances are implemented as a minimum standard.

Consular Department  
F C O

June 1984

## CHECKLIST OF PRECAUTIONS FOR INTERNATIONAL MATCHES

| <u>Initial Assessment</u>                                                                 | Date | Responsible |
|-------------------------------------------------------------------------------------------|------|-------------|
| Assess comparative risk factor of match                                                   |      |             |
| Decide on appropriate measures to be taken                                                |      |             |
| Circulate annotated checklist showing programme                                           |      |             |
| <u>Measures Primarily for Government</u>                                                  |      |             |
| FCO to advise posts of programme                                                          |      |             |
| Minister for Sport to write to foreign colleague                                          |      |             |
| FCO to approach Embassies in London                                                       |      |             |
| BTP to collect and relay details of supporters' movements to all concerned                |      |             |
| FCO to relay details of supporters' movements to ports and authorities abroad             |      |             |
| BTP and County Constabularies to ensure adequate policing of transport routes             |      |             |
| BTP and County Constabularies to liaise with foreign police                               |      |             |
| <u>Measures Primarily for the Football Authorities</u>                                    |      |             |
| FA Overseas Liaison Officer to advise authorities abroad                                  |      |             |
| FA to obtain and relay to BTP and FCO details of supporters' movements                    |      |             |
| FA to agree precautions, particularly ticket sales and segregation, with host authorities |      |             |
| FA to agree travel plans with operators                                                   |      |             |
| FA to restrict ticket sales                                                               |      |             |

## APPENDIX A

The Government has been concerned to act to reduce violence associated with soccer, or "football hooliganism". Since 1979, in cooperation with the football authorities, it has taken a number of steps to this end. In view, however, of a small number of serious incidents of violence towards the end of the 1983/84 soccer season, the Government established a working group of officials from the Departments concerned to review what further options were available to tackle the problem. The group's report is attached.

The Government accepts the thrust of the report, and the recommendations for it. It hopes that other bodies - largely the football authorities - will treat seriously and act upon the recommendations for them. The Government recognises that they and other representative bodies will have views on the report, and will be able to draw upon different experience and expertise. The Department of the Environment would be pleased to meet representative organisations to discuss the report, and to receive comments. Initial approaches should be made to Sport and Recreation Division, Department of the Environment, Room B253, Romney House, 43 Marsham Street, London SW1P 3PY.