



**COUNCIL OF
THE EUROPEAN UNION**

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"I/A" ITEM NOTE

From: General Secretariat
To: COREPER/Council

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Subject: Draft Council Resolution concerning recommendations for hosting major football and other sports events, in particular tournaments with more than one organising country

1. The meeting of Experts for Major Sports Events in the framework of the Law Enforcement Working Party on 17 March 2011 and subsequently the Law Enforcement Working Party at its meeting on 18 March 2011 approved the draft Council Resolution concerning recommendations for hosting major football and other sports events, in particular tournaments with more than one organising country.
2. On this basis, COREPER is requested to invite the Council to approve the aforementioned draft Council Resolution as set out in annex, and to order its publication in the C-series of the Official Journal of the European Union.

Draft Council Resolution
concerning recommendations for hosting major football and other sports events, in particular
tournaments with more than one organising country

THE COUNCIL OF THE EUROPEAN UNION,

WHEREAS:

- (1) The European Union's objective is, inter alia, to provide citizens with a high level of safety within an area of freedom, security and justice by developing common action among the Member States in the field of policing *mutatis mutandis* in connection with other forms of international cooperation;
- (2) According to the Stockholm Programme¹, the development of ad hoc cooperation at sporting events or large public gatherings such as the 2012 Olympic Games or EURO 2012, should be implemented, and the Commission is invited to examine how best to promote that Member States' competent authorities can exchange information on travelling violent offenders including those attending sporting events or large public gatherings;
- (3) On 3 June 2010 the Council adopted a Resolution concerning an updated handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved²;

¹ OJ C 115, 4.5.2010. p. 1.

² OJ C 165, 24.6.2010, p. 1. The previous versions of this handbook were adopted by the Council in 1999 (OJ C 196, 13.7.1999, p. 1), 2001 (OJ C 22, 24.1.2002, p. 1), and 2006 (OJ C 322, 29.12.2006, p. 1).

- (4) Taking into account the experiences of EURO 2000 in Belgium and the Netherlands, EURO 2008 in Austria and Switzerland, the forthcoming EURO 2012 tournament in Poland and Ukraine and several bi-national bids for future tournaments (both European Championships and World Cups), there is a clear need for a specific handbook with recommendations for major sports events organised by more than one country;

TAKING INTO ACCOUNT

- Council Decision 2008/615/JHA of 23 June 2008 on the stepping up of cross-border cooperation, particularly in combating terrorism and cross-border crime³;
- Council Recommendation of 6 December 2007 concerning a Handbook for police and security authorities concerning cooperation at major events with an international dimension⁴;
- Council Decision 2007/412/JHA of 12 June 2007 amending Decision 2002/348/JHA concerning security in connection with football matches with an international dimension⁵ which enhances the role of National Football Information Point (NFIP) as the single point of contact for football matches with an international dimension;

INVITES the Member States to continue to further develop international police cooperation in respect of major football and other sports events, in particular tournaments with more than one organising country;

APPROVES the handbook with recommendations for hosting major football and other sports events, in particular tournaments with more than one organising country, annexed hereto, addressed to the competent authorities, agencies and police forces and their partners;

NOTES THAT the recommendations in this handbook are without prejudice to existing national provisions, in particular the division of responsibilities among the different authorities and services in the Member States concerned, and to the exercise by the Commission of its powers.

³ OJ L 210, 6.8.2008, p. 1.

⁴ OL C 314, 22.12.2007, p. 4.

⁵ OJ L 155, 15.6.2007, p. 76.

Handbook with recommendations for hosting major football and other sports events, in particular tournaments with more than one organising country

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Introduction: basic principles

The purpose of this handbook is to set out recommendations for hosting major football and other sports events, in particular tournaments with more than one organising country, in order to enhance safety and security at major sports events, and to maximise the effectiveness of international police cooperation.

It does not aim to replace the “*Handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved*”⁶ – hereinafter: “the Football Handbook” – but it should be seen as a complementary handbook with recommendations in particular for major football (and other sports) events, such as FIFA World Championship or UEFA European Championship, especially when those tournaments are organised by more than one country.

Although this document is mainly focused on international police cooperation, in view of the multi-agency character of managing safety and security at football matches and other major sports events, there are references to the interaction between police and other key partners, such as the event organiser.

International police cooperation in the context of football or other major sports events as well as the necessary policing operations must be guided by the principles of legality and proportionality.

Whilst the competent authority in the organising Member State(s) is responsible for providing a safe and secure event, authorities in participating, neighbouring and transit states have a responsibility to assist where appropriate.

This document should be widely disseminated and applied in each Member State in order to minimise safety and security risks and ensure effective international police cooperation.

⁶ OJ C 165, 24.6.2010, p. 1.

National Football Information Points (NFIP) should be the sole points of contact for sharing police information in respect of football matches or other major sports events with an international dimension. Other agencies or networks may be involved in the information-sharing process if permitted by national or international regulations or determined by the situation.

Section 1

Beginning of preparations

For bi-national or multinational tournaments, it is crucial to begin the joint safety and security preparations in good time. It is recommended that safety and security preparations should begin at least 4 years prior to the start of the event.

The conclusion of a political agreement between the governments and/or political agreements between the ministers concerned is recommended.

Such a political agreement should warrant the closest possible cooperation in all matters relating to a bi-national major sport event by

- developing a joint organisation and planning strategy;
- developing clear and transparent organisational structures with all agencies involved;
- exchanging comprehensive information and data;
- mutually seconding high-ranking experts to the planning staff;
- holding joint meetings of the planning staff at regular intervals;
- increasing measures to ensure safety and security at the event.

The formation of a bi-national working group on safety and security should ensure smooth cooperation between the partners concerned and help to achieve:

- harmonised or similar safety and security standards in both organising countries;
- compatible planning, managing and training of operational staff in both countries;
- a proper information flow.

All bodies of governance should be involved in preparations for the tournament at an early stage.

Section 2

Police strategy

It is recommended that a clear overall police strategy be developed. Experiences from the past have shown the positive effects of the following guidelines:

- in general, very friendly, welcoming and helpful behaviour on the part of the police (community policing);
- proactive media work;
- a clear and understandable operations philosophy based on a dynamic risk assessment, tailored to the actual behaviour of fans;
- close international police cooperation and effective information exchange.

The tolerance level of the police forces must be discussed internally and, where possible – in respect of national sovereignty – common standards should be deployed in the organising countries.

Section 3

Cooperation

In order to ensure close international cooperation, preliminary agreements at ministerial level also form an important basis for cooperation between the organising countries and other countries involved (participating, neighbouring and transit countries).

It is recommended that a bilateral Memorandum of Understanding (MoU) be concluded with each participating, transit, and neighbouring country.

This should incorporate the arrangements for:

- supporting the host countries in terms of human resources;
- regular exchange of generic data regarding football-related incidents, general and organised crime and terrorism/politically-motivated crime;
- the transmission of personal data about high-risk fans to the host countries, if allowed by national and international law;
- accompanying and monitoring of supporters while travelling to the host countries;
- preventing potentially violent supporters from travelling to the host countries, if legally possible;
- following up and exchanging personal data regarding their involvement in any incidents;
- close cooperation in the media sector.

It is also important to establish close cooperation with other international agencies which may be of added value within their mandate and competencies, e.g. Interpol, EU agencies such as FRONTEX and Europol, as well as international police networks such as RAILPOL, TISPOL, AQUAPOL, AIRPOL.

At national level, close cooperation between the organisers, law enforcement authorities and (where appropriate) private security companies involved in securing the venues is absolutely vital. The individual scope of responsibilities and duties, and of interfaces, also has to be clearly defined in advance.

It is advisable to create integrated command teams at major events involving the competent authorities, police forces, emergency services, disaster management authorities and the organisation committee.

The organisers of *Public Viewing* and *Fan Zones* should ensure that these events are also safe and secure.

Section 4

Prevention

Preventive work should be an important element of an integrated safety and security strategy (e.g. fan embassies, agreements with restaurant, pub and shop owners). An important part of this preventive work should be aimed at the supporters and local communities in the host countries and those from the participating countries. Close cooperation with existing supporters' associations or organisations of the host countries should be established.

Another important point is to thoroughly inform the public in the host countries and the other countries concerned (countries from which a high number of visitors can be expected) well in advance about all relevant information regarding the event. This should be done through all useful communication channels and taking into account possible language barriers.

Section 5

Legislation

For bi-national or multinational tournaments, harmonised legislation on sports-related violence in the organising countries, in particular as regards criminal penalties and the treatment and extradition of offenders, is highly recommended.

It is recommended that all legal possibilities for exchanging relevant personal data should be considered well in advance and subsequently exploited prior to and during the tournament between the host countries.

Where possible and desirable, uniform international guidelines regarding data exchange should be considered.

It is recommended that potential competing countries take appropriate legal measures at national level in order to prevent high-risk supporters from travelling to the event.

It is recommended that the organisers/hosts of major sports events take appropriate measures to prevent persons who are subject to a national stadium ban from buying tickets for the event – where possible, information on the identity of ticket applicants should be shared with their country of residence.

Section 6

Deployment of visiting police delegations

The deployment of visiting police delegations should be prepared and implemented according to the Football Handbook.

If there is no national legal basis to ensure an efficient visiting police deployment, the host countries should consider whether existing international cooperation treaties need to be adapted, or whether new agreements at national or international level need to be concluded.

Also, bi-national police cooperation agreements can include the necessary legal background.

It is highly recommended that the visiting police delegation survey the proposed operating locations and inspect "hot spots" during the preparatory phase.

Section 7

Study visits

It is recommended that study visits be organised during the event for future organisers of the tournament in order to hand over practical experiences to police officers in the succeeding host countries.

To this end, nationwide identical framework programmes should be developed to ensure that all host cities provide programmes with the same contents.

All applications for study visits/job shadowing should be dealt with by only one service to avoid duplication of work.

Section 8

Logistics for police forces

Equipment requirements should be identified and procured in good time in order to provide all police forces with all necessary operational resources, and to ensure the uniform appearance ("corporate design") of all law enforcement officers.

The reservation of accommodation, in particular for visiting police delegations, needs to meet demand in the different phases of the event. Hence it is advisable to have a detailed operational strategy for renting accommodation, including sufficient reserves.

Section 9

Border control

A harmonised border control system should be implemented in both organising countries, if border controls are deemed to be of added value for the event.

It is recommended that consultations be held with neighbouring and participating countries (and possibly FRONTEX) in the planning phase of the border control measures, if these are put in place.

Section 10

Police information and coordination centre (PICC)

Setting up a specific tournament-related police information and coordination centre (PICC) is highly recommended. This should be done within or in close cooperation with the NFIPs of the host countries.

With more than one host country, one PICC should be set up for each country.

Depending on the structure of the Criminal Investigation Division of the country concerned, it should be decided whether a separate centre should also be set up for criminal investigation purposes.

It is important to maintain a separate police information and coordination centre for counter terrorist-related international police cooperation and information exchange.

The presence of Liaison Officers from participating and neighbouring countries at relevant police information and coordination centres has proven extremely useful.

Section 11

Accreditation - security checks

Security checks of all persons to be accredited is crucial.

As the time needed for security clearance of persons applying for accreditation should not be under-estimated, it is recommended that the process work flows be clearly defined and automated.

This especially concerns employees of private security companies as well as volunteers employed by the organisers, designed for crucial areas (such as stands in stadiums, VIP areas, etc.).

It is recommended that security checks be carried out on employees of private security companies in the person's country of origin.

It is further recommended that, as far as possible, firm agreement be reached in advance with the organiser about the possible number of VIP protection officers in the stadium.

Section 12

Team Security Liaison Officers (TSLOs)

The system of "Team Security Liaison Officers" (TSLOs) has proven extremely useful and should be applied at major sport events hosted by more than one organising country.

TSLOs are host country police officers who have to remain with a participating team throughout their involvement in the event. Their task is to act as a link between the participating team and the police.

Therefore good skills in the mother tongue of the team to which the TSLO is assigned are recommended. If these skills are not available, an officer with good skills in English can be assigned subject to agreement with the participating team's security officer.

Section 13

Media work

The media and communication policy needs to be harmonised at least between the organising countries. A proactive and continual communication and media strategy on the safety and security measures should be put in place from the beginning of the preparatory phase. A checklist of possible measures is set out in the Appendix.

Section 14

Training

The training projects for police and stewards in the host countries should be harmonised as far as possible. Common approaches should be aimed for.

Appendix

Guidelines for media preparations for major sports events

An effective communications strategy is an integral part of a successful safety and security concept for major sports events with an international dimension.

The organising country's policing agencies should therefore work closely with at least governmental and local agencies, football authorities/organisers, the media and supporter groups in the preparation and delivery of a comprehensive multi-agency communications strategy.

An effective multi-agency media strategy is a crucial aspect of any communications strategy in terms of providing all parties, and in particular the local population and visiting supporters, with important information such as the overall safety and security concept, preparations to maximise safety and security and ensure a welcoming atmosphere, travel advice, access routes to the stadium, applicable legislation and behavioural tolerance levels.

The following guidelines may be of added value in this multi-agency media strategy:

- using the time between submission of candidacy and the event itself for careful preparation of a media policy, specifying the individual roles and responsibilities of all agencies involved, in particular the police authorities;
- involving the media throughout the planning stage and taking the initiative in determining when the media will actually be informed;
- creating a general nationwide media framework on safety and security, so that all police officers or other designated spokespersons speak the same language;
- at regular intervals, organising press conferences before the championship concerning the state of play of preparations;
- assessing international, national and local media press reports relating to the preparation and progress of the event;

- including reports on safety and security and facilities not only in nationwide newspapers, but also in local newspapers and publications and local tourist-office publications, etc., in order to help explain the planned strategies of the authorities and the police to the general public:
 - using the Internet for proactive communication;
 - setting up a clearly identified press office for the duration of the event, with press officers and media spokespersons;
 - holding daily press conferences and making provision for interviews and other appropriate information facilities during the event;
 - appointing professional press correspondents at local, regional and central level;
 - making multilingual police press officers available to the media in the press centre;
 - appointing professional press correspondents in all host cities;
 - exchanging on a daily basis information on the questions asked by the media during the event;
 - debriefing and a final press conference.

When the tournament has ended, an assessment report should be drawn up on the media policy pursued and experiences with the media. Aspects which could serve as lessons for the future should be noted. This should also involve any police forces from other countries which have provided support.