

**STANDING COMMITTEE (T-RV)**

**EUROPEAN CONVENTION ON SPECTATOR VIOLENCE  
AND MISBEHAVIOUR AT SPORT EVENTS AND IN  
PARTICULAR AT FOOTBALL MATCHES**

COUNCIL OF EUROPE



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**Standing Committee  
Consultative Visit to Georgia  
20 - 23 May 2014**

Report by the Consultative Team  
(including the National report by Georgia)

**Adopted by the Standing Committee  
at the 39<sup>th</sup> meeting on 10-11 December 2014**

## DRAFT REPORT OF THE CONSULTATIVE VISIT TO GEORGIA

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## **Section A Background and Explanation**

### **A.1 Structure of Report**

This report has seven inter-related sections on:

- (A) Background and Explanation;
- (B) Integrated Approach to Safety, Security and Service;
- (C) Strategic Co-ordination Arrangements
- (D) Safety
- (E) Security
- (F) Service
- (G) Increasing the Appeal of Domestic Football (and other sports)
- (H) Conclusion and Summary of Recommendations

The accompanying **Annex** provides an Action Plan containing the consultative visit recommendations to assist and be completed by the Georgian authorities and sent to the secretariat of the Council of Europe Standing Committee on Spectator Violence.

All of the advice provided throughout this report is based on extensive European experience and good practice and is intended solely to support the Georgian authorities in making football stadia (and other sports venues) safe, secure and welcoming for all spectators.

Whilst this report is focused primarily on football, its content and recommendations can (and should) be applied to other sports events played in Georgia if considered appropriate or desirable. In this regard, the delegation is mindful that Georgia is hosting the 2015 European Youth Olympic Festival, the 2016 European Youth Athletics and the 2017 Men's Youth World Handball Championships and that the Georgian authorities are hoping to host other major international sports events.

### **A2 Purpose of the Visit**

At the 37th meeting of the Standing Committee (i.e. Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches) in December 2013, the representative of Georgia invited the Standing Committee to undertake a consultative visit to Tbilisi in order to provide advice and recommendations on the safety and security arrangements for football matches (and other sports events) played in Georgia. The invitation for a visit was formally confirmed by the competent Georgian authorities.

It was further explained that the Georgian authorities were committed to ratifying the proposed European Convention on "Integrated Safety, Security and Service Approach at Sports Events, in particular at Football Matches", once adopted, and had commenced a review of safety and security in connection with international and domestic sports events taking place in Georgia.

Moreover, it was reported that Tbilisi would be hosting the European Youth Olympic Festival 2015 - an event which involves over involving 4 000 athletes from 49 European countries. The Festival will require renovation of the sporting infrastructure of the city, the construction of an *Athletes Village* and a major upgrade of hotel provision to accommodate participants and an expected 10,000 visitors. The 2016 European Youth Athletics Championships will also be hosted in Tbilisi while the 2017 Men's Youth World Championship in Handball will be hosted in the cities of Tbilisi, Kutaisi, Batumi and Telavi. It was hoped that further major international sports events could be attracted to Georgia. In the light of these considerations, the Georgian authorities were keen to adopt European standards and good practices in developing an integrated approach to safety, security and service in respect of sports events. European experience demonstrates that this integrated approach needs to be applied in respect of domestic as well as international sports events.

In providing this report and recommendations, the consultative team was mindful that Georgia was intending to sign the Association Agreement with the European Union and comply with Chapter 19 (Article 368) which obliges signatories to "*promote cooperation in the field of sport and physical activity through the exchange of information and good practices in order to promote a healthy lifestyle and the social and educational values of sport, mobility in sport and in order to fight global threats to sport such as doping, racism and violence*". It was anticipated that implementation of the GEO-EU Association agreement would be a high priority for the Government of Georgia.

### **A.3 Supporting Documentation**

Mr Anatoli Korepanov (Acting Head of the International Relations Division), appointed by the Georgian Ministry of Sport and Youth Affairs as the contact person for the Consultative Visit, provided a wide range of information and supporting documentation, including:

- Structure and organization of sport in Georgia;
- The Law of Georgia on Sport (1996);
- Safety and security at sport events;
- Licensing and inspection of sports facilities, safety certificates;
- Legal framework for preventing spectator violence at sports events;
- Police structure, deployment, risk assessment and gathering of evidence on violations during sport events;
- Criminal Code of Georgia;
- Law of Georgia on Police;

- Safety and management at sports events;
- Disciplinary Code of Georgian Football Federation;
- Georgian Code of Administrative Law Offences.

This documentation, and additional material provided thereafter, was of great assistance, not least in terms of setting out the legislative, regulatory and strategic framework governing the safety, security and service arrangements in connection with Georgian sports events, and in prompting meaningful dialogue with host representatives.

#### **A.4 Consultative Team**

The Consultative Visit Team comprised:

- Jo Vanhecke, Chair of the Standing Committee, delegate of Belgium; team leader
- Ana Isabel Criado Contreras. Vice Chair of the Standing Committee, delegate of Spain
- Martin Girvan, UK Sports Grounds Safety Authority, delegate of UK;
- Sergey Khrychikov, Head of the Sports Convention Division, Council of Europe Standing Committee Secretariat;
- Marie-Francoise Glatz, Council of Europe Standing Committee Secretariat
- Marc Timmer, Head of Stadium and Security, UEFA;
- Ged Poynton, Stadium Safety Consultant, UEFA; and
- David Bohannon, Chair of Pan-European Think Tank of Football Safety and Security Experts, rapporteur;

#### **A.5 Visit Itinerary**

During the visit, the consultative team met with Mr. Levan Kipiani, Minister of Sport and Youth Affairs, and senior representatives of the Ministry of Sport and Youth Affairs (MSY), Ministry of Internal Affairs (MIA), MIA security units (Special Task Department, Territorial Body, Patrol Police), Police Academy, Ministry of Justice, Georgian Football Federation (including, Disciplinary Committee, Licensing Department and Legal Department), club management of Dinamo Tbilisi, stadium management of the Dinamo Arena, Georgian National Olympic Committee (GEONOC), Organizing Committee of European Youth Olympic Festival Tbilisi 2015, and management of the “Sport Palace” arena. The consultative team also met the leaders of various fan (supporters) clubs and were provided opportunity to undertake technical inspections of the *Mikheil Meskhi Stadium*, the *Dinamo Arena* and the indoor sports complex “*Sport Palace*”.

Importantly, the visit was also timed to enable the consultative team to attend the organizational meeting for the David Kipiani Cup Final match “*Dinamo*” Tbilisi and FC “*Chikhura*” Sachkhere and, thereafter, to observe at first hand the safety and security operation in connection with the Cup Final match at the Mikheil Meskhi Stadium on Wednesday (21 May 2014).

The consultative team is extremely grateful to Anatoli Korepanov and all the host agencies for their excellent organisation of the visit and for their willingness to enter into open and frank discussion about a range of key and inter-related safety, security and service challenges.

## **A6 Status of Report**

The consultative team would like to repeat the reassurance offered at every opportunity during the visit that the aim of this report is to support and assist the Georgian authorities in their task of providing a safe, secure and welcoming environment at football matches, and other sports events. It should also be seen as an ongoing commitment on the part of the Standing Committee and UEFA to provide, on request, further advice and support to the Georgian authorities in respect of all aspects of this report and in taking forward all of its Recommendations.

This is important as safety; security and service arrangements are and must remain the preserve of each national state. This report and any subsequent advice is not intended to undermine that core principle. Moreover, it is neither possible nor desirable to provide definitive models of application in view of wide variations in the constitutional, judicial, policing, cultural, and historical circumstances, and the equally varied character and severity of sports-related incidents and safety and security risks, among and within each country.

However, the consultative team strongly recommends that the Georgian authorities take full account of established European good practice in developing and delivering a customised integrated, multi-agency approach to safety, security and service in connection with football matches and other major sports events.

The consultative team fully recognise that implementing the wide range of European good practices and the recommendations in this report will take time and that there will be a need to prioritise certain work streams, notably in respect of:

- Co-ordination at National Level (Recommendations 1, 2 and 3);
- Pilot Project - Dinamo Arena (Recommendation 14);
- Stadium Safety Management Arrangements (Recommendation 13);
- Stadium Safety Personnel (Recommendations 15 and 16).

It is also recognised that many of the other recommendations are generic in tone and that each will have to be considered in depth in order to customise the implementation arrangements to reflect the circumstances in Georgia.

Although the focus of the report is on the need to develop an integrated approach to safety, security and service, European experience evidences that there is a direct correlation between this imperative and enhancing the attractiveness of football and other sports events to potential spectators. The report, therefore, includes a section on the rationale for this overlap and an outline of how the appeal of domestic football and other sports events might be enhanced.

## **Section B      Integrated Approach to Safety, Security and Service**

European experience evidences the importance of adopting an integrated, multi-agency, approach to safety, security and service in connection with sports events, in particular football matches. This was stressed throughout the consultative visit and is repeated throughout this report.

An integrated approach is crucial and its three pillars (safety, security, service) are inter-related and overlapping. The reality is no one agency and no element of a wider strategy can prevent or tackle risks related to football, and other sports events, in isolation. It is not just about agencies sharing details of their respective plans and operations, it is also about agencies working together to ensure that the various operations are complementary and take full account of any impact on the wider strategy.

It is recognised that in many European languages the terms "safety" and "security" share a common definition. As a consequence, attempting to explain the three pillars can pose difficulties. However, European good practice evidences the importance of distinguishing between the *safety* and *security* concepts. For ease of reference, therefore, the following outline definitions might prove useful:

- a. “safety” shall mean any measure designed and implemented with the primary aim of protecting the health and wellbeing of individuals and groups who attend, or participate in, a football or other sports related event, inside or outside of stadia, or who reside or work in the vicinity;
- b. “security” shall mean any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any criminal activity or misbehaviour committed in connection with a football or other sports related event, inside or outside of stadia;
- c. “service” shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated, and welcome in connection with a football or other sports related event or activity, inside or outside of stadia;

The above categories or pillars are only used for ease of reference and to reinforce the message that initiatives developed under one of the three headings are bound to overlap and/or impact on the other two, given the extent to which they are inter-related. It is crucial, therefore, that each component of any national or local strategy is seen as being but one element of a comprehensive, multifaceted and integrated approach.

This rationale was explained in depth, and its importance acknowledged, throughout the visit. Ensuring that all relevant agencies understand and apply an integrated approach is a key reason why the role of the national co-ordination arrangements is so important.



## **Section C Strategic Co-ordination of Integrated Approach**

### **C.1 Co-ordination at National Level**

European experience demonstrates that government-led national co-ordination arrangements need to be in place to ensure that: an integrated safety, security and service strategy is developed; refined as necessary in the light of experience (good and bad), emerging trends and national and international good practice; and implemented effectively at international, national and local level.

It also reinforces the need for that co-ordination to be strategic and multi-agency in character and not just event specific. This is important as event arrangements should be based on the concepts, partnership ethos, infrastructure, strategy and operational arrangements established at a national level. This should greatly assist in applying the arrangements for a particular sporting event.

During the consultative visit, it was clear that governmental agencies and sports federations already co-operate in terms of event planning. For example, during the visit, the consultative team met with representatives of the organising committee for the 2015 European Youth Olympic Festival in Tbilisi. Whilst there was insufficient time to discuss in depth event preparations, it was clear that they would be multi-agency in character.

Moreover, event organisers and the MIA do liaise in respect of routine events, like domestic football matches. This is welcome and provides a better starting point for developing more comprehensive and ongoing national co-ordination arrangements than was the case in many other European countries at a comparable stage.

The importance of strategic co-ordination was clearly recognised by the Georgian Government in April 2013 with a Memorandum which committed the Ministry of Sport and Youth Affairs (MSY) and the Ministry of Internal Affairs (MIA) to actively co-operate (within their competence), together with the relevant sports federations, in respect of preventive measures against spectator violence and inappropriate behaviour observed during sporting competitions. A tangible outcome of this commitment, and a recognition of current weakness, centres on the MSY and MIA launching a joint review of the Law of Georgia on Sports and establishing a working group to prepare new legislation.

During the visit, it was also apparent that the Minister of Sport and Youth Affairs was personally committed to the development of enhanced safety, security and service arrangements for sports events based on established European good practice. This is especially welcome as political commitment can be a crucial determinant in transforming aspiration into practical application.

These are important precursors to developing ongoing and systematic national multi-agency co-ordination arrangements. To that end, European experience demonstrates the importance of national co-ordination not only being government-led but also formally constituted with a

designated remit and terms of reference which obliges consideration of all matters that impact on safety, security and service at football and other sports events, inside and outside of venues.

It is important, therefore, for the national committee to comprise experienced and “*influential*” persons representing relevant governmental departments and agencies (notably MSY, MIA and Justice Departments), prosecuting agencies, national football and other sports authorities, relevant MIA and other policing and security agencies, safety authorities (once established), regional and municipal authorities, and other agencies with responsibility for a range of logistical, safety, security, service functions, and preventative initiatives/projects.

It is also established good practice to periodically consult with the wider community and sports fans, and to develop an effective, multi-agency communication strategy designed and delivered to explain the various components of the integrated approach.

**Recommendation 1 - the Georgian Government should establish a national, multi-agency co-ordination committee (“National Committee”) designed to ensure that an integrated approach to safety, security and service is developed and implemented in respect of football matches and other sports events.**

In some European countries, such a National Committee is established and operated as an “independent body” whereas in others, the National Committee is subordinate to a designated governmental department or agency. In both cases, determining who has the lead role within Government is crucial as many of the challenges confronting the development of a comprehensive and integrated approach are dependent upon there being clarity in respect of ultimate responsibility. The setting up of the inter-departmental initiatives, referred to above, the stated intention to ratify the new European Convention (once adopted), act in compliance with EU law and good practice, tackle lingering safety and security problems, and host a number of international football and other sports events, clearly demonstrates a high degree of political commitment in this area.

This provides a crucial foundation for establishing effective national co-ordination arrangements, but it does not guarantee unanimity of purpose. In most countries, the lead role in such co-ordination mechanisms is vested in either the Interior or Sports Ministry, depending upon their respective roles and responsibilities. In the case of Georgia, the MSY clearly has an extensive role in terms of stadium safety, and appreciates the need for a fundamental review of the sports safety and security dynamic, while the MIA has the lead role on all policing and other security-related matters.

The inter-departmental Memorandum and joint legislative review would appear to evidence mutual recognition of the need for co-operation and partnership in safety and security matters. However, on the basis of the consultative visit, it is clear that some fundamental infrastructural and organisational changes will be required if Georgia is to fully embrace and implement an integrated approach to safety, security and service. Such changes can be very

unsettling for all parties and requires strong leadership, political motivation and a clear and transparent *modus operandi*.

The consultative team, therefore, consider that it would be prudent for the Georgian Government to consider and clarify who is responsible for determining a way forward in the event of the National Committee being unable to reach an agreed position on any potentially fundamental issue. To avoid confusion, it is recommended that the ultimate authority for decision making is made clear in the National Committee's terms of reference.

**Recommendation 2 - the Georgian Government should ensure that the role, remit and terms of reference of the National Committee provides clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.**

It is further recommended that measures considered necessary to develop and implement an integrated approach to safety, security and service are documented in a long term multi-agency strategy to be cascaded to all stakeholders at national and local level. The consultative team, therefore, recommends that the National Committee develop a comprehensive integrated strategy document.

**Recommendation 3 - the National Committee should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service.**

It can add value if the document indicates which agency has lead responsibility for the implementation of each component of the strategy, along with projected timescales for implementation (the Annexed Action Plan can provide a starting point). European experience suggests that the strategy document will need to be reviewed and refined on a regular basis in the light of experience and other developments. In essence, the strategy needs to be a living document.

As stressed throughout this report, the Standing Committee and UEFA are committed and stand ready, on request, to provide advice and support in respect of developing and implementing all aspects of the strategy.

## **C.2 Data on Football Related Incidents (and other sports events)**

It is well documented that prior to the consultative visit, Georgia experienced a high profile incident of violence at the match between Kutaisi Torpedo and Tbilisi Dinamo football match in March, 2014. That incident featured a major pitch invasion by *Torpedo* supporters, along with attacks on rival players and supporters. It is understood that a MIA investigation resulted in the arrest of 16 people who were later convicted by the Kutaisi City Court for petty hooliganism and resisting the police receiving fines of between 100 to 500 lari (€43 to €219). In addition, and in accordance with their disciplinary code, the GFF fined Torpedo

18,300 lari (€7,678) and also fined Dinamo Tbilisi 800 lari (€336) because its fans broke chairs in the stadium.

The national report provided by the Georgian authorities, explained that incidents of violence in connection with football were not systematically recorded by any agency. The levels of offending behaviour were described as not widespread but occasional with observed misbehaviour featuring: *"verbal and physical confrontation between fans; physical confrontation between fans and police; throwing certain items; damaging the stadium/sports facility infrastructure; insulting the refereeing team and opposing team players; damaging the opposing team vehicles at the stadium's outer perimeter"*

It is important for all parties to have access to comprehensive data on levels of football-related disorder, the nature of such incidents (for example pyrotechnics, violence or other misbehaviour), the location (inside or outside stadia) and the associated policing and judicial response. This information, coupled with data on match attendances, will be of great assistance in terms of identifying emerging challenges and in assessing the impact of counter measures. If deemed relevant, similar data can be kept for other sports events.

Moreover, the absence of any systematic recording of misbehaviour undermines both the need to identify, design and implement effective preventative arrangements, and develop a clear understanding of associated dynamic and behavioural patterns which are pre-requisites to effective analysis of risks.

This data collection and analysis function is but one of a number of policing football activities which European experience demonstrates are best undertaken by a designated and specialist MIA unit tasked to provide a source of expertise on all matters associated with policing football matches (or other sports events). This unit could be called the National Football Information Point in accordance with established European experience and European Union Law. This matter is explained in more depth in Section E3 below.

**Recommendation 4 - the Georgian authorities, through the MIA, should gather and analyse data on football-related (and other sports-related) misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded. This task should be undertaken by the Georgian National Football Information Point, once established.**

### **C.3 Co-ordination at Local Level**

The current approach to stadium safety and security in Georgia, is multi-agency in character in the sense that the event organiser is responsible for securing the event (*"provide the protection of public order and security inside and outside the stadium perimeter"*) through the appointment of contracted private security personnel and volunteers, unless the MIA is requested to undertake these tasks whereupon they assume responsibility. Municipal authorities provide fire and medical provision.

This ad hoc approach does not reflect good practice. The onus placed on the event organiser reflects European practice but needs to be accompanied by an informed culture of safety management with stadium personnel trained and equipped to undertake their respective functions effectively. On the basis of discussion and observation of the safety and security operation at the Cup Final held at the Mikheil Meskhi Stadium, this is not the case at present.

There is a knowledge and competence gap in the current arrangements which effective local co-ordination will not begin to address. It would, therefore, be premature to place responsibility on municipalities to oversee multi-agency co-ordination until a higher level of national awareness has been generated in respect of the need for an integrated approach in which safety is accorded the top priority, fundamental safety procedural arrangements have been adopted and key personnel trained accordingly.

Moreover, it is also recognised that the average attendance for top tier domestic football matches is less than 1,000 (according to attendance statistics produced by the Georgian Football Federation) and that currently only 4 stadia are approved by UEFA to host international matches:

- Mikheil Meskhi Stadium in Tbilisi (capacity 24,500)
- Dimano Arena in Tbilisi (54 000)
- Givi Kaladze Stadium in Kutaisi. (11,880)
- David Abashidze Stadium in Zestafoni. (5,000)

with 4 additional stadia being licensed by the Georgian Football Federation:

- Chele Arena in Kobuleti (3 800)
- Mtskheta Park in Mtskheta (2,000)
- Foladi Stadium in Rustavi (4,656)
- Tengiz Burjanade Stadium in Gori (4,850)

The consultative team, therefore, is of the view that, in the first instance, a main priority should centre on developing enhanced awareness at a national level and commence practical application by piloting the arrangements in Tbilisi, in particular, in respect of stadia hosting international football and rugby matches, where attendances are much higher ("15,000 to 45,000 spectators"). This matter is pursued in Section D.5 below.

#### **C.4 Legislative and Regulatory Framework**

A clear and comprehensive legislative and regulatory framework is a crucial pre-requisite to pursuing an integrated, multi-agency approach to safety, security and service. The framework should provide legal clarity on roles and responsibilities and empower the relevant authorities to undertake their tasks effectively. It is necessary, therefore, for the framework to encompass a diverse range of themes and appropriate procedures on matters like stadium licensing and safety certification, stadium regulations, training of stadium safety and security personnel, policing football operations and exclusion of violent spectators.

At present, the relevant legislative and regulatory framework is provided by the Law of Georgia on Sports, Georgian Code of Administrative Law Offenses, Criminal Code of Georgia, Law of Georgia on Police, Statute for the Georgian National Football Federation (annually updated) and Disciplinary Code of Georgian Football Federation.

Perusal of the relevant provisions, extracted and explained in the supplied documentation, suggest that the measures place a disproportionate emphasis on security with relatively few references to safety. Whilst this is inevitable in respect of criminal law provisions, the current imbalance between safety and security must be addressed if the wider aim of providing an integrated approach is to be achieved.

The current review of the Law of Sport is a timely initiative, however the National Committee should broaden the working group's remit and terms of reference to consider all of the relevant provisions in the current legal and regulatory framework. The aim should be to ensure that the laws and regulations reflect established European good practice and provide a legal infrastructure designed to provide clarity on roles and responsibilities and enhanced awareness of the need for an integrated, multi-agency approach to safety, security and service in connection with football (and other sports) events.

A clear and shared vision of the desired outcome will be essential if the legislative and regulatory review is to achieve its objective. To ensure that the legislative and regulatory review takes account of the perspectives and needs of key stakeholders and practitioners, including operational policing units, sports federations, municipalities, stadium owners and event organisers, it is important for the process to incorporate a meaningful consultative process. The views of supporters/spectators, specialist interest groups, like spectators with disabilities, and the wider community should also be sought as this will assist both in terms of drafting provisions and communicating the outcome.

In terms of time span, the review will need to be taken forward in parallel with the National Committee's deliberations and decisions and for the impact of the any legislative and regulatory changes to be periodically monitored with the provisions amended where necessary. This is important as European experience evidences that refinements will be necessary in the light of experience and any emerging trends or unexpected consequences.

In reviewing the legislative and regulatory framework, European experience evidences the importance of empowering designated personnel with the enabling provisions necessary to deal with offending behaviour whilst not undermining the core aim of providing spectators with a safe, secure and welcoming environment. Measures aimed at dealing with the minority of persons who seek confrontation need to be carefully crafted so as not to create an unduly restrictive and disproportionately negative experience for spectators generally.

This can pose challenges but is achievable by ensuring that legislative empowerment is accompanied by procedural arrangements on appropriate application of the powers and provisions. The aim should be to encourage proportionate, rather than indiscriminate, use of legislative and regulatory powers based on a dynamic risk assessment process. This can be

crucial as experience demonstrates that indiscriminate, rather than targeted, application of a restrictive measure can enhance safety and security risks as a result of alienating spectators, empowering those spectators intent on causing problems, and undermining attempts to generate a high degree of compliance and self-regulation among spectators generally.

In making the following recommendation, the consultative team appreciates that there are wide variations in the legislative/regulatory arrangements across Europe and that each country has to design its own legal framework to be in compliance with the national arrangements and take into account associated constitutional, judicial policing, and other national considerations. The challenge, therefore, will be to determine how best to achieve the desired outcomes within the constraints and opportunities presented by these and other national imperatives. As stressed throughout this report, the consultative team stands ready to provide further advice and support on this and related matters.

**Recommendation 5 - the National Committee should broaden the current review of the Sports Law to consider all aspects of the current legislative and regulatory framework governing football (and other sports) events in order to ensure that it facilitates delivery of all aspects of a multi-agency and integrated national strategy, provides a more balanced approach to safety, security and service, and takes account of European good practice.**

### **C.5 International Co-operation**

The consultative team welcomes the participation and positive contribution of the Georgian representative on the Standing Committee. At present, Georgia has observer status and the proposal to ratify the new European Convention, once adopted, would be a most welcome development in terms of demonstrating commitment towards international co-operation.

In the meantime, it is recommended that the current representation of Georgia on the Standing Committee is increased to include a representative of the Ministry of Internal Affairs. Once a National Football Information Point (NFIP) has been created within the MIA, the head of the NFIP could accompany the current MSY representative. This would reflect the practice adopted by most Standing Committee delegations as it can simultaneously enhance international police co-operation whilst ensuring that the Standing Committee has access to a police perspective during discussion.

As Georgia has yet to establish an NFIP, it would be appropriate for an MIA representative involved in the current review to accompany the current representative. This approach could be of mutual benefit for MSY and MIA in terms of helping to foster mutual understanding and a partnership ethos between the two leading governmental agencies involved in football (and sports) safety and security.

At a more tangible level, in requesting a consultative visit, Georgia has already demonstrated a willingness to embrace international co-operation in terms of the sharing of experience and

obtaining access to a wide range of European good practice developed over the past decade in the light of good and bad experiences. The consultative visit opens the door to ongoing access to this support and advice.

At a policing level, the setting up of an NFIP would automatically ensure that Georgia obtains membership of a highly effective pan-European network of policing football expertise and information.

**Recommendation 6 - the Georgian Government should ensure that the MSY representation at Standing Committee meetings is augmented by MIA participation, preferably by someone involved in the current review of football (sports) safety and security. Once established, the Georgian NFIP should represent the MIA.**

### **C.6 Media and Communications Strategy**

European experience evidences the importance of developing and delivering a proactive multi-agency communication and media strategy as part of the wider integrated approach. The media can play a crucial role in influencing the perceptions of spectators, safety and security personnel, and the wider community, especially if media stories highlight a negative viewpoint.

Experience suggests that rather than respond to media stories on a *needs must* basis, it is preferable to set the agenda through tasking a multi-agency media and communications group to prepare and proactively deliver authoritative "stories" of a positive character. The group should comprise spokespersons from all the key governmental, police and football agencies while the communication strategy should encompass all themes associated with the development and character of the integrated multi-agency approach. This should incorporate providing reassurance to supporters, relaying a wide range of important information to supporters and the wider community, and demonstrating a joined-up, multi-agency commitment to creating a safe, secure and welcoming environment for all spectators.

An effective communications strategy, in which the spokespersons of all the key governmental and other agencies co-operate in delivering core messages, will not only demonstrate a commitment to openness but also help reduce safety and security challenges. For example, an important lesson learned over the past decade is that spectators are more likely to be compliant with safety and security procedures and instructions if their purpose and importance have been explained beforehand and absorbed as a result of effective communications over a period of time.

A multi-agency media strategy can also play an important role in promoting preventative initiatives and fostering widespread understanding of why and how football clubs can become actively involved in promoting local projects designed to enhance community well-being (for example, linking of club facilities with various social and crime prevention projects).



**Recommendation 7 - the National Committee should establish a multi-agency group tasked to develop and deliver a media and communication strategy aimed at explaining and promoting the integrated approach.**

## **Section D - Safety**

### **D.1 Stadium Infrastructure**

The poor physical infrastructure of Georgian football stadia and the need for significant investment in modernisation was highlighted during the consultative visit, and observed at first hand during the technical inspections, notably prior to the Cup Final in the Mikheil Meskhi Stadium in Tbilisi.

The charter of the GFF (Georgian Football Federation) cites among its responsibilities "*the infrastructural development of sports facilities and regulation of safety standards*". This represents an extensive responsibility and challenge compounded by the impact of the economic crisis on available public and private funding and, possibly, by the mix of public and private ownership of the stadia. A seemingly over reliance on state funding, where it is in competition for funding with more overtly important and pressing societal needs/demands, exacerbates the degree of difficulty. Thus, whilst the GFF charter appears to provide clarity in respect of responsibility, it does not resolve the dilemma of identifying the funding necessary to upgrade the physical infrastructure of football stadia (or other sports arenas).

This is a vitally important issue. The provision of stadia with good facilities is a crucial ingredient of any strategy designed to encourage potential spectators to attend matches, and integral to making spectators feel safe, secure and welcome. New modern stadia are the ideal and a longer term solution but there is widespread European experience available demonstrating that it is possible with relatively modest capital investment to refurbish old stadia and make them safe and attractive to potential spectators.

That experience also demonstrates that the provision of improved stadia infrastructure and spectator facilities can and does have an impact on behaviour generally, while the installation of key safety installations, like CCTV, will also assist the organiser and the police in identifying those individuals who misbehave and in providing strong evidence to be adduced in judicial or other proceedings.

The consultative team consider the provision of safe and hospitable stadia with good spectator facilities to be a safety (and security) imperative. It would be prudent, therefore, for the National Committee to initiate a review of all potential sources of funding in a creative manner as other countries have had to do in order to modernise stadia.

**Recommendation 8 - the National Committee should determine a strategy for modernising football stadia in Georgia and review the current regulatory framework regarding GFF responsibility for stadia physical infrastructure and associated improvements.**

**Recommendation 9 - the National Committee should also examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising stadia hosting national and international football matches (and other events).**

## **D.2 Minimum Stadium Safety Standards**

As indicated above, there is a clear need for a major transformation of the safety infrastructure (and associated stadium safety management arrangements) at football stadia in Georgia. That report highlights the extent of the problems to be overcome. These challenges are by no means unique to Georgia, and it is worth stressing that most European countries have had to undergo a comparable process. As a consequence, Georgia has the advantage of being able to take full account of the good practice that developed as a result of that experience.

One important lesson learned, for example, is the clear need to directly link the physical infrastructure of stadia with the safety management arrangements applied within the stadium and its environs. The two components are complementary and must be unified in a comprehensive stadium safety package if the potential risk to spectators is to be minimised and if spectators are made to feel safe, secure and welcome. The aim should be to make the stadium experience inclusive in character and accessible to all sections of society. In this regard it is important to cater for the needs of spectators with disabilities.

It is for each country to determine how it prescribes minimum national stadium safety standards (infrastructure and safety management) and a range of options are practiced across Europe. However, to ensure that each stadium is in compliance with national standards, some countries enshrine the standards in a generic stadium safety certificate (see Section D.3). This has proven to be good practice.

As a starting point, stadium safety standards should be consistent with European Standards (where they exist) and Standing Committee Recommendations. These Recommendations are currently being updated for inclusion in a consolidated version on the integrated approach to safety, security and service, which will include extensive good practice on stadium safety.

In the meantime, Recommendation (2008/1) provides a checklist of measures to be taken by the organisers of professional sporting events and by the public authorities ([http://www.coe.int/t/dg4/sport/Resources/texts/Rec\\_2008\\_01\\_EN\\_Checklist.pdf](http://www.coe.int/t/dg4/sport/Resources/texts/Rec_2008_01_EN_Checklist.pdf)). A wide range of additional sources of information on safety standards for sports stadia is available, including UEFA and FIFA Safety Regulations and the UK Sports Grounds Safety Authority's Green Guide.

More detailed guidance on stadium safety management arrangements is provided in Section D4.

**Recommendation 10 - the National Committee should take full account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) safety management arrangements**

### **D.3 Stadium Safety Certification and Licensing**

The current safety arrangements for football stadia (and other sports arenas) centre on three strands: stadium licensing, safety certification and event organisers fulfilling their safety obligations.

Stadium licenses are currently issued by the GFF licensing division on the basis of compliance with a GFF Statute which sets out safety requirements divided into 3 categories, *obligatory, necessary and considerable*. The GFF Statute also incorporates a selection of safety "norms and criteria".

The local municipality is responsible for issuing stadium safety certificates on the basis of technical inspections undertaken by public bodies and the provision of supporting documentations (stadium plans, evacuation plan, strategy for ensuring safety at the stadium, and rules of behaviour at the stadium).

It is intended for the safety certificate to incorporate information on the approved capacity at the stadium (apparently based on the number of seats under the roof), stadium construction safety, fire safety, safety of electronic and mechanical equipment, conformity of medical provision with health care requirements, evacuation concept, seating of spectators, and compliance of spectator movement zones with safety norms.

The organiser is responsible for safety and is expected to comply with some basic requirements intended to ensure "safety and order", such as an efficient ticket distributing system, ticket checking, strategy for separating fans of rival team, strategy of dispersing people, medical service, measures to be undertaken during fire or electricity disconnection or any other emergency situations.

On the basis of the documentation supplied, along with discussions during the visit, technical inspections, and observation of the safety and security arrangements for the Cup Final, the consultative team consider that the current licensing, safety certification and national safety standard criteria should be reviewed and upgraded as a matter of high priority.

European experience demonstrates that there should never be any compromise on safety and that authoritative arrangements should ensure that effective licensing, safety certification and safety standard arrangements are in place.

The main issue of concern centres on the absence of technical and other expertise to provide the GFF, municipalities and event organisers with criteria that reflects established European safety standards. This is not a criticism but more a reflection of the absence of experience in this area. Minimising safety risks is an imperative at every event, irrespective of whether it is domestic football matches, where attendances are low, or international events, which are well

attended. Moreover, having to adapt the safety management arrangements to move from accommodating a few hundred spectators to many thousands can itself pose serious challenges for safety management and safety personnel.

Stadium safety certification and licensing is a complex issue which can be subject, on occasions, to conflicting interests. European good practice evidences that the agencies who issue stadium licences and safety certificates need to be independent of the organiser and the stadium owner. The consultative team is strongly of the view that the National Committee should seek to introduce in law, a more comprehensive and sophisticated stadium licensing and inspection process.

**Recommendation 11 - the National Committee should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice.**

Clearly, interim arrangements will need to be put in place, given the current need to upgrade all Georgian football stadia, but safety should not be compromised, even if this means that only certain areas of a stadium can be used.

There is a direct link between stadium safety certification and the introduction of minimum safety standards. Once these standards have been established, then the safety certificate and inspection process should be based on whether the stadium is in compliance. In pursuing the recommended review, therefore, consideration should be given to developing arrangements that are designed to ensure that stadium safety certificates:

- are directly linked with minimum national standards;
- comprise model requirements to provide consistency in safety standards; and
- provide accountability in respect of ensuring compliance with national standards.

European good practice demonstrates that safety certification should be linked to an obligation on stadium management to provide the certifying authority with an audit trail demonstrating that the stadium is properly maintained and safely managed. In the event of the necessary records not being provided or not being adequate, the certifying authority should be empowered to withdraw permission for the stadium, or part of it, to be used until such time as the defects or records have been corrected or provided.

Comprehensive records of tests and inspections would include but not be limited to;

- structural elements of the venue including exit routes, concourses, barriers and seat fixings;
- CCTV system;
- fire alarm and fire detection systems;
- public address system;
- communication systems;

- electrical installation system including emergency lighting and secondary power supplies;
- staff training records;
- details of exercises testing the stadium contingency plans and MIA emergency plans

As a result of the annual inspection process, the certifying authority should designate the safe capacity of the stadium, and its sectors, within the safety certificate documentation.

Fulfilling these obligations will be a challenging task. The consultative team, therefore, consider that an independent public body, comprising suitably qualified and competent persons, should be established to become (in time) a national source of expertise on stadium safety. The designated independent body should also be responsible for issuing stadia licenses, undertaking stadium inspections and audits, overseeing the safety certification process and developing national minimum safety standards.

**Recommendation 12 - the National Committee should set up an independent national stadium licensing body to issue stadium licenses, oversee local safety certification arrangements, and ensure that each stadium complies with minimum standards on stadia infrastructure and safety management arrangements (once developed - see Recommendation 10).**

#### **D.4 Stadium Safety Management Arrangements**

Stadium safety management arrangements are effectively the dynamic element of stadium safety and, as such, represent the primary means for ensuring that the stadium provides a safe, secure and welcoming environment for spectators and participants alike. The arrangements necessarily comprise a wide range of generic and specific measures which are based on:

- an extensive series of risk assessments;
- identification of the measures necessary to eliminate or reduce the risks; and
- stadium personnel having demonstrated the skills and competences necessary to undertake their designated functions effectively.

The exact character of the arrangements will vary, as they must be customised to meet the circumstances of each stadium, not least in terms of ensuring that the stadium safety management arrangements are balanced with (and compensate for any weaknesses in) the stadium physical infrastructure.

Review of the supplied documentation and observation of the Cup Final safety and security operation confirmed that the current stadium operating arrangements in Georgia are disproportionately focused on security measures and inappropriate in delivery.

The event organiser is apparently accountable for stadium safety and responsible for some of the designated tasks: *"entrance/exit control, ticketing control; checking the spectators' tickets*

*by entering the facility and undertaking superficial examination of the spectators; along with coordination with MIA representatives and fire-fighting, medical brigades."*

The organiser can formally request that the MIA undertake a large proportion of the stadium management activity, including "*observance of public order at indoor and outdoor perimeters; maintain security inside the facility; prevent possible invasion of the field by spectators; control the crowd; provide safe entry and exit of spectators, sector security, gathering evidences on lawbreakers (photo/video surveillance); communication between spectators; incident prevention/response; detention of perpetrators"*.

In cases where no MIA involvement is requested, the organizers employ private security companies to maintain "*the protection of public order and security inside and outside the stadium perimeter"*.

This reliance on the MIA effectively means that the organiser can abdicate responsibility for providing spectators with a safe, secure and welcoming environment. An inevitable consequence of this approach, coupled with the undue focus on security, is that the service element of safety management is largely ignored and safety considerations are lost amid security imperatives.

European experience evidences that a security dominated approach, coupled with an unclear division of responsibility and accountability, can have tragic consequences. It also prevents the design and delivery of the established need for an integrated approach to safety, security and service.

On the basis of observation and technical inspection, the stadium safety management arrangements at the Cup Final in the *Mikheil Meskhi Stadium* do not operate effectively.

The physical condition of the *Mikheil Meskhi Stadium* is poor. This reinforces the need for comprehensive safety management arrangements. However, it is clear that there is no culture of safety or service or understanding of its importance in respect of stadium safety management and an over reliance on various (MIA) policing agencies in terms of crowd management.

It will take time to introduce the awareness and training necessary to transform the character of stadium safety management in Georgia. The proposed development of minimum national standards of safety management (see Recommendation 10) will facilitate that transformation but to assist that process, the consultative team consider that the National Committee should adopt a separate work stream on this crucial matter.

**Recommendation 13 - the National Committee should take full account of European good practices in developing increased awareness of the importance of comprehensive stadium safety management arrangements.**

Advice on this matter is included in the Standing Committee guidance (see Section D.2 above). However there are a range of established good practices which can provide a starting point for developing minimum safety management standards. These include ensuring that the arrangements incorporate a number of core imperatives, including the need for stadium safety management arrangements which:

- complement the infrastructure of each football stadium or sports arena - compensating for any weaknesses;
- provide clarity on the lead role of the stadium safety officer;
- provide clarity on the roles and responsibilities of stakeholders, notably the police and other emergency services;
- clarify who has lead responsibility in the event of an incident or emergency, and providing formal arrangements for transferring that responsibility to another agency;
- ensure that safety and security risk assessments are undertaken for every event, in consultation with the police and other emergency services;
- incorporate a comprehensive stewarding plan;
- set out evacuation and other contingency plans and rehearse them in multi-agency exercises;
- determine the maximum safe capacity of the stadium and each of its sectors on the basis of the evacuation capacity of each sector and the quality of the safety management of the stadium;
- incorporate the appropriate fire-prevention and firefighting and medical arrangements;
- undertake pre-event safety checks and record the outcome and any remedial action taken to address any issues identified during the check;
- designate how to meet the needs of spectators with disabilities;
- reinforce the need for all personnel to act in a professional, respectful and welcoming manner to spectators;
- clarify plans for responding to any misbehaviour, racist and other discriminatory behaviour and political protest.

#### **D.5 Pilot Project - Dinamo Arena**

The need to develop a model of good practice on stadium safety arrangements for application in all licensed football (and other sports) stadia has already been highlighted above (see Recommendations 10 - 13). That process will take some time to reach fruition and the consultative team is of the view that the process would be aided by a pilot project focused on developing and implementing stadium safety management arrangements in the *Dinamo Arena*. The aim would be to customise established good practice on the integrated approach to safety, security and service for application in the stadium before UEFA host the 2015 Super Cup in that stadium.

The pilot project would incorporate:

- an independent inspection of the physical infrastructure by a qualified and experienced stadium structural engineer and the identification of remedial work where possible;
- the appointment of a competent and trained stadium safety officer with responsibility for developing effective stadium safety management arrangements;
- the development of stadium regulations;
- the development of a stewarding plan and the appointment and training of personnel to equip them to undertake their designated safety, security and service functions effectively;
- an agreement with the MIA regarding their role and responsibilities in respect of any in-stadia operations;

The National Committee should appoint a project leader to co-ordinate this pilot initiative. The individual appointed can be guaranteed the full support of UEFA and the Standing Committee in what is likely to be a challenging and stimulating initiative.

Clearly, a main challenge will be to identify sufficient numbers of competent persons who can be trained to undertake stewarding duties. Whilst there may be a significant private security sector in Georgia, the aim should not be to simply appoint security guards but to appoint people who can fulfil all of the safety, security and service functions of competent stewards. There are a number of options available and the consultative team can provide the necessary advice on this matter if requested.

As indicated, the target date would be to have the new arrangements in place for hosting the 2015 UEFA Super Cup.

**Recommendation 14 - The National Committee should set up, as a top priority, a stadium safety project designed to develop comprehensive stadium safety management arrangements for the *Dinamo Arena* in Tbilisi with a view to the new arrangements being in place before the stadium hosts the 2015 UEFA Super Cup.**

#### **D.6 Stadium Safety Officers**

Under the current arrangements, Article 33 of the GFF club licensing provisions obliges each club to appoint a stadium “Security Officer”, a role that is defined as: *“qualified security officer is responsible for the security and order issues, as well as on sport justice matters in the club. The security officer shall have a certificate of policeman or law enforcement personnel issued under the Georgian legislation”*. The terminology used and the



qualification required again reflects the undue emphasis currently placed on stadium security, as opposed to safety and service.

As indicated above, this focus on stadium security can not only have tragic consequences but does not provide an effective means for actually reducing security risks. European experience demonstrates the need for an integrated approach, with safety as the overarching priority, and for the role of stadium safety officers to be pivotal, and clearly defined as such in the legal and regulatory framework. Whilst it is function and responsibility that is crucial rather than job title, it can be helpful to use terminology as a means of highlighting new arrangements. The introduction of a new role, that of stadium safety officer, would assist in encouraging all concerned to accept the transition from a security to integrated ethos.

**Recommendation 15 - the National Committee should rename club security officers as "stadium safety officers" to reflect and highlight their principal safety role, and take full account of good practice in developing minimum standards of competence and the training required to obtain the necessary skills and knowledge.**

To deliver this proposal, it will be necessary to establish standards on safety officer competencies, status, training and authority. In so doing, the following good practices should be taken into account:

- i. safety officers should be responsible for developing stadium safety management arrangements based on an integrated approach to safety, security and service measures;
- ii. safety officers should be occupationally competent for the role once sufficient training, experience and knowledge has been provided to enable implementation of the functions detailed in a model job description;
- iii. safety officers should have the necessary character to be able to quickly assess and deal with developing situations in a calm manner and the ability to communicate clearly to their staff and partner agencies;
- iv. on event days, safety officers must have the authority to make immediate decisions on spectator safety without having to refer to senior management, board members or event organisers;
- v. no decision which could have implications for safety should be taken without the agreement of the designated safety officer;
- vi. safety officers must be able, and be permitted, to commit sufficient time to all events to enable thorough preparation and planning to be undertaken;
- vii. safety officers needs to plan or at least participate in regular testing and exercising of all emergency procedures;
- viii. the specific responsibilities of safety officers could include but not be limited to:
  - pre-event planning and risk assessments;
  - pre-event inspections;
  - developing and overseeing implementation of safety management systems;
  - preparing, monitoring and reviewing safety documentation and safety management systems;

- contributing to the safe capacity assessments;
- recruiting and organising the training of sufficient stewards;
- interacting with external agencies including the local authority, the police and other emergency services;
- maintaining safety records;
- investigation and reporting of incidents and accidents.

Clearly, the role of a stadium safety officer is demanding and the persons identified as competent need to undergo range of specialist and generic training. The Standing Committee Consolidated Recommendations (once adopted) will provide guidance on the competencies, skills and knowledge necessary for a stadium safety officer to fulfil all of their many obligations effectively. In the meantime, UEFA and the Standing Committee stand ready to provide advice and support on this matter.

In the longer term, the aim would be to ensure that the GFF has access to a network of trained and competent stadium safety officers. Other sports involving comparable stadia or arena challenges will also need to invest in the training of safety officer personnel

#### **D.7 Stewarding Operations and Training**

As indicated above, the current arrangements in Georgia regarding stadium safety and security personnel appears largely based on the deployment of private security guards, supplemented by volunteers, or reliance on the MIA to deploy policing personnel to undertake (safety and) security tasks.

It is understood that the contracted private company security guards deployed at football matches are trained and licensed in accordance with the regulations for that industry. However, there is nothing to suggest that the training received is likely to be adequate or appropriate to equip the personnel to undertake a wide and important range of safety and service functions.

The consultative team is strongly of the view that there is a need to transform the ethos, character and operating arrangements within stadia. The disproportionate and inappropriate reliance on MIA personnel needs to be replaced by the development and implementation of a comprehensive stewarding concept, as explained below.

All aspects of a stadium's safety management arrangements are reliant upon the deployment of an appropriate number of trained and equipped safety and security personnel undertaking a wide range of functions designed to provide spectators and participants alike with a safe, secure and welcoming environment. Collectively, the activities of this personnel is most widely known as stewarding.

There are wide variations in practice across Europe regarding the personnel deployed to undertake stewarding functions. This can range from staff employed by stadium

management or by the event organiser or provided under contract with a stewarding or security company, to volunteers augmented by designated directly employed or privately contracted security staff, to police officers (out of uniform) undertaking stewarding tasks.

Irrespective of national practice or preference, or the title and employment status of the personnel involved, they are all undertaking stewarding functions and they must all have been trained and have demonstrated that they possess the competences, knowledge and skills required to undertake their tasks effectively.

The role of stewards is crucial. They provide the ongoing and direct interface between stadium management and/or event organiser and spectators, which is vital in terms of creating a safe, secure and, importantly, welcoming stadium environment. Stewards are the operational and implementation arm of the designated stadium safety officer and are essential to delivery of the stadium safety management arrangements (and the integrated approach in general).

The stadium safety management arrangements dictate the various functions of the stewards and inform decisions regarding the minimum number of trained and equipped stewards necessary to deliver the designated activities effectively.

Irrespective of their core functions, stewards should always be aware of their wider role in ensuring the care, comfort and well-being of all categories of spectators. This is crucial given the extent to which this service function can impact on spectator behaviour and associated safety and security risks.

**Recommendation 16 - the National Committee should introduce stewarding arrangements inside all football stadia (and other sports venues), establish minimum competences for stewards, taking into account their core functions, and ensure that all stewards receive appropriate training, based on European good practice set out in Standing Committee documentation and advice available from UEFA.**

## **D.8 Stadium Control Rooms**

The absence of effective communication between the stadium and MIA personnel observed during the Cup Final at the *Mikheil Meskhi Stadium*, along with the absence of a suitable control room or CCTV equipment (a small room staffed by one person monitoring a small number of CCTV monitors represented the extent of the provision) was a major concern which should be rectified.

European experience demonstrates that the effectiveness of stadia safety management arrangements is largely dependent upon the capability of its control room to manage in-stadia safety operations, especially in the event of emergency or incident scenarios. The control room should be an integrated workplace where all the key agencies are represented at an

appropriate level to ensure an integrated and swift response to any incidents that may arise prior to or during a match.

Effective integrated safety management is best achieved in a supportive environment where all the key decision makers are co-located together with all the necessary information and resources to communicate and co-ordinate responses. The control room should be able to undertake three essential functions:

- communicate effectively both internally and with external stakeholders;
- coordinate effective responses to incidents at the event;
- control on all stadium resources.

In essence, European good practice evidences that each control room should:

- provide an integrated workplace where all the key agencies are represented at an appropriate level;
- be staffed by experienced competent personnel;
- have vision of CCTV images to observe the entry points, spectator areas, internal and external circulation routes and places where there may be build ups of crowd density;
- be able to override the venue public address system to broadcast safety and security announcements;
- be able to communicate directly with those spectators waiting to gain entry to the stadium;
- be able to instruct any video board or electronic message board operators to display pre-prepared safety and security messages;
- be able to communicate with all radio users on a designated channel;
- be able to continue to work at full strength in case of an electricity breakdown (through auxiliary power);
- maintain a radio log to record radio communication regarding safety operations;
- be staffed by trained CCTV operators working in accordance with a communication protocol;
- have access to a fire alarm repeater panel or computer display link;
- have access to a turnstile monitoring system providing visual readouts (where available) of spectator numbers in each sector of the stadium or otherwise have alternative arrangements in place for monitoring the number of persons in each sector (to avoid exceeding the designated safe capacity).

**Recommendation 17 - The National Committee should ensure that European good practice is taken into account in developing stadium control rooms and associated operations.**

## D.9 Use of Pyrotechnics in Stadia

The absence of available data on safety and security incidents inside stadia made it impossible to assess the extent to which pyrotechnic use is widespread in respect of Georgian football (and other sports) events. Moreover, whilst the use of pyrotechnics is prescribed by Article 115 of the GFF Disciplinary Code, it was not wholly clear to the consultative team if it constitutes a specific or generic criminal or administrative offence. For example, whether or not the use of pyrotechnics is deemed as an administrative offence under Chapter XIII, Article 166 Georgian Code of Administrative Offences which defines disorderly conduct as *an activity that violates public order and the tranquillity of citizens ...*”

This issue was raised at a meeting between MSY, MIA and representatives of fan clubs who suggested that they were encouraged to use pyrotechnics in stadia by their respective football clubs. The consultative team has no way of verifying the accuracy of these suggestions but it does reinforce the need for national co-ordination arrangements to provide legal clarity and a unified approach on such matters. The team also witnessed extensive use of pyrotechnics at the Cup Final on 21 May 2014.

However, what is clear is that pyrotechnics are fundamentally unsafe, even in the hands of those who claim otherwise. Their use is dangerous, not only to users but also to fellow supporters who can and do sustain serious injuries as a result of pyrotechnic use across Europe. It is a challenging area because in recent times fan groups (often described as *ultras*) have attempted to justify the use of pyrotechnics on the basis that is integral to fan culture. Nevertheless, the degree of the safety risk is such that spectators should be prohibited from entering a stadium in possession of a pyrotechnical device, or a constituent part. They should also be prohibited from being in possession of, or using, such a device in a stadium.

European experience evidences the need to adopt a range of counter measures as part of a wider strategy, including criminalisation, but also educational and publicity initiatives. Working with fan clubs to devise alternative (non-firework) fan orchestrations could also be explored. The priority accorded to this task will depend upon the extent of current use, however the consultative team consider that it would be prudent to consider whether or not specific criminal or administrative legal provision is required if only to clarify the current position.

**Recommendation 18 - the National Committee should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific legal provision preventing the use of pyrotechnics in stadia and other sports venues, and to consider the scope for developing a wider strategy designed to deter and prevent the use of pyrotechnics.**

## **D.10 Integrated Training of Key Police and Stadium Safety and Security Personnel**

Ensuring that all stadium safety and security personnel receive appropriate training to deliver their functions effectively is integral to making stadia safe, secure and welcoming for all spectators generally and is crucial in terms of achieving a successful outcome.

It is equally important for policing personnel to be trained to deliver their in-stadia and wider policing football functions effectively. In view of the interaction between stadia safety and police personnel in and around stadia, and the need to maximise co-operation and clarity regarding their respective activities, especially during major incidents or emergencies, it is desirable for some training to be integrated in character.

UEFA along with the Standing Committee stand ready to assist in the provision of joint training of key policing and stadia safety and security personnel.

**Recommendation 19 - the National Committee should seek external support (from UEFA and, the Standing Committee) and to assist in the delivery of integrated training for key police and stadium safety personnel.**

## **Section E Security**

### **E.1 Policing Football Operations**

The documentation supplied prior to the visit provided an explanation of the extensive role of MIA (policing) units in respect of football (and other sports) events in Georgia, while the Cup Final at the *Mikheil Meskhi Stadium* provided opportunity to observe the policing operation at first hand.

The MIA role is prompted by a written request from the event organisers on the basis of a risk assessment undertaken by the club or GFF. In principle, seeking the support of the police for high risk matches is common practice across Europe. However, the implication of such requests in Georgia go way beyond comparable practice in that the request effectively transfers responsibility for safety and security from the stadium/event organiser to the MIA.

This is not appropriate given that whilst the police may be competent to respond to, and deal effectively with, major incidents or emergencies, they are neither trained nor equipped to provide a range of stadium safety, security and service functions. The MIA should not be expected to undertake these functions and the stadium management should not be able to abdicate responsibility in this manner. Moreover, the absence of an effective police risk assessment process means that deployment in connection with routine in-stadia crowd management arrangements does not represent an appropriate use of police resources.

**Recommendation 20 - the National Committee should oblige the event organiser to be responsible for safety, security and service arrangements within stadia and other sports arenas and preclude the organiser from transferring this obligation to the MIA, except in designated major incident or emergency scenarios.**

In discussion, it was explained that once the event organiser had requested that the police assume responsibility for in-stadia "security", the MIA establishes an operational centre and determines the type and number of the forces to be deployed (inside and outside the stadium) and the security functions to be undertaken inside the stadium. The number of personnel deployed is largely based on the anticipated attendance, though account is taken of other information, (i.e. 500-800 police officers for 35000-55000 spectators and up to 150 for 100-5000). This approach is based in part on the absence of hard information on both the number of tickets sold and the dynamic associated with the supporters. Good practice demonstrates that police deployment decisions should be based on a dynamic police risk assessment rather than superficial and possibly inaccurate data considerations. This matter is pursued below.

Once operational, the respective commanders of the three MIA forces involved (Special Tasks Department (STD), Territorial and Police Patrol (PPD) use radios to maintain contact with HQ and to issue operational instructions to their personnel. In addition, a small number of plain clothes operatives, equipped with camera/video equipment, can be deployed inside stadia for evidence gathering purposes.

In discussion with MIA representatives, it was apparent that there was a great deal of uncertainty about some crucial policing imperatives, notably who commands the MIA operation and is responsible and accountable for operational decisions and command and control issues generally. Irrespective of current weaknesses in stadia management arrangements, European experience demonstrates the need of a unified and integrated policing football operation with clear chains of control and command.

**Recommendation 21 - the Ministry of Internal Affairs (MIA) should;**

**(i) clarify the roles, responsibilities and command structure in respect of MIA forces engaged in policing football (and other sports-related) operations with the aim of developing a unified and integrated approach with clear command and control arrangements; and**

**(ii) ensure that police deployment decisions, and strategic and operational tactics, in connection with football events are based on a risk assessment process.**

At the Cup Final in the *Mikheil Meskhi Stadium*, STD personnel, equipped with protective equipment, were deployed along front rows to prevent unauthorised entry onto the playing area. They were dressed and appeared to be performing crowd control/riot police force operation, with no communication with spectators and certainly no effort to engender a welcoming environment. That is no criticism of the personnel concerned but rather a concern as to why they were deployed in full kit to undertake a basic stewarding function at an

essentially low risk event (there were numerous women and young children present, especially amongst the *Chikhura* supporters).

It must be stressed at this point, that it will be unacceptable according to UEFA standards for riot police units to be visible, let alone seen by a global audience to be undertaking stewarding functions in police uniform with protective equipment, in respect of the 2015 UEFA Super Cup at the Dinamo Arena.

Territorial personnel, deployed in uniform without weapons, were deployed to control entry into the stadium and perform basic stewarding functions in viewing areas. This is not appropriate. There was no sense of any hospitality provision and little or no communication with spectators. Moreover, the personnel had clearly not been trained to undertake their tasks effectively. For example, items like plastic water bottles were confiscated at some entry points but not others.

PPD personnel, responsible for traffic and crowd management beyond the outer perimeter, adopted a very low but appropriate profile.

The discussions and observation raised some important policing football issues, not least of which was the operational and deployment benefits to be derived from setting up a specialist MIA policing football unit tasked to manage a data base of football related offenders and gather information and intelligence to inform risk assessment based deployment decisions. Currently there is an associated absence of awareness of the concept of football intelligence gathering and spotting which are established European good practices. These issues are pursued below in Section E.3 and E.4 respectively.

There may also be a police training gap. It is understood that whilst the MIA Training Academy provides public order training, it does not provide football specific training for senior officers or dialogue/communication focused training for front line policing personnel engaged in football operations. This is unfortunate as European experience evidences the importance of effective communication with supporters as a means of reducing public order security risks and encouraging self-management of behaviour.

The proposals within this report are designed to incrementally reduce the current dependency on the MIA regarding stadium safety and security arrangements. However, the MIA will still have a vital role play, albeit one that is more in tune with established European good practice.

**Recommendation 22 - the Ministry of Internal Affairs (MIA) should introduce specialist football policing training for senior officers, and dialogue and effective communication training for front line personnel, involved in football-related operations.**

## **E.2 Searching Powers and Procedures**

One issue raised during the visit centred on searching. Article 22 of the Law on Police empowers a police officer to undertake a pat-down search ("frisk") on outer clothing or use a special device as a preventative measure. The provision includes some constraints, notably there has to be reasonable grounds to believe that the individual has an item, "*the transfer of*



*which is restricted or which endangers his/her or other's life and health".* The frisk must be conducted by a police officer of the same sex (which is standard European practice) and the search recorded in writing. It is not wholly clear if a steward (once created) could be designated as an authorised person to conduct a search.

All parties consulted perceived these legal constraints on searching to be resulting in supporters entering stadia in possession of small items which may pose a safety or security threat (pyrotechnic devices/components, lasers, knives etc.).

It is not clear what the evidence is for these perceptions. Moreover European experience evidences that the use of far more intensive and intrusive searching regimes have proven largely ineffective in terms of preventing, say, pyrotechnics or their component parts being brought into stadia. The reality is that the more intrusive the search, the more creative people become in smuggling prohibited items

Nevertheless, experience demonstrates that stadium stewards (once established) will need to be able to undertake some searching, even if only on a risk-based targeted or random basis, in order to demonstrate that they have responded to a security threat and, moreover, that searching on entry into a stadia (or other sports arena) is a task best suited to stewards. The National Committee, therefore, should consider as part of the wider legislative and regulatory review the merits of introducing more explicit legislation empowering the police and, in particular, stadium stewards to undertake searches.

This review should incorporate consideration of whether voluntary agreement to a search can be designated as a condition of entry into a stadium and whether or not this would in itself empower stewards to undertake less intrusive searching regimes on a risk assessment basis. This condition of entry option has been found to be sufficient in some countries, whereas in others it needs to be reinforced with explicit legal powers to search.

**Recommendation 23 - the National Committee should, as part of a wider review of the legislative and regulatory framework, review the possible options for further empowering police officers and empowering stadium stewards to search spectators on entry into a stadium on the basis of a risk assessment.**

### **E.3 National Football Information Point (NFIP)**

European experience evidences the importance of establishing a dedicated policing football unit to provide an infrastructure for policing football operations and maximising international police co-operation in this area. This unit should be called the Georgian police National Football Information Point (NFIP)

The NFIP should be tasked to provide a conduit for sharing information and facilitating co-operation in respect of football matches with an international dimension. In accordance with (EU) Council Decision 2002/348/JHA (25 April 2002), as amended by Council Decision 2007/412/JHA (12 June 2007), the setting up of a NFIP is mandatory for EU Member States and established good practice for other European countries. One potentially important

consequence of establishing an NFIP is that it will bring automatic access to a pan-European network of policing football experts and an exclusive and dedicated website possessing a range of important information on policing football issues.

However, many European countries recognise the importance of their NFIP also being tasked and resourced to undertake a range of key functions fundamental to delivery of effective domestic policing football operations and, as a consequence, to successful delivery of the wider integrated national strategy.

**Recommendation 24 - the Ministry of Internal Affairs (MIA) should establish a dedicated NFIP to ensure effective delivery of key policing football roles, responsibilities and functions.**

To be in accordance with established European good practice, the NFIP should be tasked to:

- provide (in due course) expert policy advice to the National Committee on policing football operations and associated exclusion (banning order) arrangements (see Section E.5);
- develop a network of police football intelligence officers/spotters (see Section E.4) tasked to gather and analyse information on supporter behaviour and associated established and emerging risks;
- identify and target individuals who cause or contribute to football-related violence and disorder at home or abroad;
- assist and inform MIA police forces undertaking risk assessments in respect of forthcoming domestic and international football events;
- provide advice to senior operational commanders on policing football operations;
- provide training for spotters and ensure an appropriate number of them are provided with necessary technical aids, like hand-held video recorders and good quality mobile phones, for intelligence and evidence gathering purposes;
- oversee the gathering and analysis of football related data (number of incidents, arrests, bans etc.);
- represent Georgia at European expert football safety and security meetings, including Standing Committee meetings;
- develop a protocol for sharing information and evidence of misbehaviour with the GFF and football club safety officers; and
- co-ordinate arrangements for international information exchange and the deployment of visiting police delegations.

#### **E.4 Role of Police Spotters**

A related issue, which prompted a good deal of interest and discussion during the visit, focused on the established good practice of designating individual police officers to monitor and become specialists in the behavioural patterns of supporters of a particular team, including any groups known to pose risks. These police officers are either known as "football intelligence officers (FIOs)", usually when the task is substantive and requires

detailed analysis, or "spotters" when the challenge is less demanding. In the case of Georgia, given the low crowds and the relatively small number of fans who misbehave, the term "spotter" is probably more appropriate. The role rather than the description is the key consideration. The use of police spotters and football intelligence officers is set out in EU Council Resolution 2010/C 165/01 of 3 June 2010 *"concerning an updated handbook with commendations 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"*.

The role of "spotters" is crucial in a number of respects, including:

- spotters provide the expert advice and information necessary to enable police commanders to undertake an informed dynamic risk assessment and, in so doing, provide a direct link between crowd dynamics and determining appropriate police deployment and tactics for each event;
- spotters should travel to all matches involving their designated football club to support the local police operation through the provision of expert advice on the behaviour and any risks posed by visiting fans;
- spotters will become known to the fans of their designated football club and can perform a number of liaison duties on behalf of the host police - acting as a conduit between the visiting fans and the local police;
- spotters can gather information from the fans of their designated football club, which can assist analysis of behavioural patterns and any emerging risks - non-risk fans will share potentially important information either deliberately or inadvertently;
- spotters can build up profiles of any individuals or groups who have demonstrated an inclination to seek confrontation, either on an orchestrated or spontaneous basis;
- spotters can gather evidence of any misbehaviour for administrative or judicial proceedings designed to penalise criminal behaviour and, where possible, exclude the individuals from football stadia and, if appropriate, the wider football experience;
- spotters can provide the police and partner agencies with the information necessary to develop initiatives designed to transform behaviour;

The role of spotters is crucial in terms of the provision of information and intelligence to the NFIP. Moreover, the development of a network of spotters can be of great assistance in respect of international matches, played in Georgia or elsewhere, in that the policing operation in the venue city will have access to expert advice in respect of the fans of domestic clubs who have travelled from different parts of Georgia to attend the fixture. This can be especially useful if risk groups use the international match as an opportunity to pursue confrontation with rival groups (a dynamic not uncommon across Europe).

In terms of hosting international football events, it is established practice for the visiting country to seek permission to deploy a small police delegation to support and provide the expert advice necessary to inform the Georgian police operation. The exact character of these visiting police delegation will vary in accordance with the number and behaviour of visiting supporters, but will usually comprise a head of delegation, to liaise with the host police command structure, and a team of spotters, expert in the behaviour of visiting supporters. Once the MIA has developed a network of Georgian police spotters, this will provide a network of experts from whom the MIA can select the personnel to comprise their own visiting police delegation for matches played outside of Georgia.

On request, the Standing Committee can provide more detailed advice on the role of spotters, and on international police co-operation generally.

**Recommendation 25 - the Ministry of Internal Affairs (MIA) should establish a network of dedicated police spotters trained and equipped in accordance with established European good practice.**

#### **E.5 Exclusion Measures**

Notwithstanding the high profile incident at the football match between Kutaisi Torpedo and Tbilisi Dinamo in March, 2014, it is difficult to assess trends in misbehaviour in connection with Georgian football given the absence of authoritative data. However, European experience demonstrates that most football violence and disorder involves relatively low level offences and, on conviction, modest penalties. For example, open sources suggest that, following the disorder at Kutaisi Torpedo, a MIA post incident investigation resulted in the arrest of 16 people who were later convicted by the Kutaisi City Court for petty hooliganism and resisting the police, receiving fines of between 100 to 500 lari. The penalties may be consistent with the offences for which the individuals were convicted but do not appear proportionate to the actual degree of disorder.

This frustrating experience reflects the experience of most, probably all, European countries. Moreover, a consequence of what are perceived (by the public and offenders alike) to be soft penalties, is that the criminal and administrative penalties alone rarely act as a deterrent to those individuals and groups who seek confrontation or otherwise misbehave in connection with football events. To redress this imbalance, practically all European countries have adopted the practice of imposing additional exclusion sanctions on convicted offenders (often called banning orders or stadium bans). These have the impact of prohibiting the individuals from attending football matches. The sanctions can also be designed to incorporate additional conditions designed to prevent repeat misbehaviour outside of stadia and deny access to the football experience generally.

Exclusion measures have proven to be highly effective, especially if they are linked to a judicial or quasi-judicial procedure. The exact character of the measures varies across Europe, usually in accordance with a range of factors, like degree of problem, character of offending behaviour and the criminal, civil and administrative legal opportunities available in

each country. Whatever arrangements are put in place, European experience demonstrates the importance of the police working closely with the prosecution authorities regarding the imposition of exclusion sanctions.

There are a number of issues related to the design of effective exclusion measures, including the need to gather and be able to present to the relevant adjudicating body, a convincing array of evidence from all available sources (for example, CCTV, television and social media coverage). Measures that permit such evidence to be produced are likely to be more effective in targeting ringleaders who orchestrate misbehaviour but who may elude arrest and prosecution unless a cumulative array of evidence can demonstrate their culpability.

Aside from the key issue of gathering and using evidence, there is also a need to inform public opinion generally, and football supporters in particular, regarding why the exclusion measures are important and why communities and football supporters alike stand to benefit - it is important to remember that football supporters are usually the main victims of football related violence.

If pursued in tandem with a range of other measures, like improvements to stadium facilities, the exclusion of those who misbehave can help transform the football experience and make it more attractive to a wider and more diverse cross section of society.

**Recommendation 26 - the National Committee should examine the scope for introducing effective exclusion measures designed to deter and prevent football related violence and misbehaviour, taking into account European experience and good practice.**

## **E.6 Counter Terrorism**

During the consultative visit, an issue raised on more than one occasion, but notably in respect of the 2015 European Youth Olympic Festival in Tbilisi, centred on the possibility of terrorist incidents in stadia or in connection with high profile sports events. This is an increasing concern for the organisers of sports events across Europe.

Guidance on this matter will be included in the Standing Committee Consolidated Recommendations, currently under preparation, but, in the meantime, a range of good practice is contained in the Counter Terrorism Protective Security: Advice for Stadia and Arenas produced by the UK National Counter Terrorism Security Officer, which is available on the UK Sports Grounds Safety Authority website:

*([www.safetyatsportsgrounds.org.uk/publications/counter-terrorism-advice](http://www.safetyatsportsgrounds.org.uk/publications/counter-terrorism-advice))*

The fundamental position is, and must remain, centred on the need for stadium security officers and sports event organisers to consult their national Counter Terrorism Police Liaison Officer (or whatever national terminology is used) whenever seeking advice or assistance in respect of all counter terrorism matters.

## Section F Service

### F.1 Supporter Liaison

The GFF has embraced, to an impressive extent, the UEFA requirement on football clubs competing in UEFA competitions to appoint a Supporter Liaison Officer (SLO) and have endeavoured to extend that initiative to cover all clubs competing in the top tier of Georgian football by including a comparable provision (Article 35) in their club licensing arrangements.

The role of the SLO (described as "*Fan Liaison Officer (FLO)*" in the supplied documentation) is consistent with the roles and functions recommended in the UEFA SLO Handbook. For example, Article 35 makes clear that clubs should appoint a "genuine" supporter as their FLO.

The main tasks of the designated FLOs are described as: maintaining liaison between the club and its supporters; organising meetings between fans and the police, public transport companies, and local authorities in order to improve mutual understanding of perspectives; managing fan sections on club websites; obtaining post-match feedback from supporters on their experiences (good and bad) and submitting a summary report to the GFF; relaying fans' perspective at pre-match security meetings; organising travel to 'away' matches; and encouraging the establishment of registered fan groups.

The primary focus of the FLOs remit centres on registered fan groups ("clubs"). The GFF and MSY suggested that, to date, the tangible impact of the initiative had been limited by the number of fan clubs and their low level of membership. The primary reason for this frustration is explained as being the result of a lack of financial and material resources.

However, given that the average attendance for domestic matches is between 900-1,000, the reported size of the main fan clubs appears to be reasonably high. For example: the Dinamo Tbilisi fan club "*Gladiatorebi*" has 250 members, Kutaisi Torpedo "*Junglebi*" 150, Zestafoni "*Zestafoni*" 100 and Gori Dila "*Lomkacebi*" 100. In addition, the national team "*Jvarosnebi*" includes 250 active fans and "*Komagebi*" (supporters of national teams in all sports) 600.

During the visit, the consultative team also had the opportunity to discuss safety and security issues with fan club representatives and the feedback provided was very interesting. The main themes centred on:

- Reason for low attendances: "*poor stadia infrastructure*", "*facilities even worse*", "*do not feel welcome*", "*need stewards not police in stadia*", "*no media coverage*", "*no advance promotion of matches*", "*private companies do not invest in football*".
- Relationship with clubs: "*things have improved recently in terms of liaison with clubs*" (since appointment of FLO?),
- Relationship with police: "*police are aggressive*", "*want to control not interact*" "*do not want to communicate*", "*police not interested in dialogue*", "*disproportionate use of public order tactics*".

- How to improve matters: "*need communication agreements*", "*clarity on what is acceptable*", "*GFF/clubs agreed use of pyrotechnics but police intervene*" - "*banner agreed by GFF but police insisted it was removed*". "*Need ongoing dialogue between fans, police and clubs*".

The consultative team have no way of knowing if these remarks reflect widespread supporter perspectives or if they misrepresent the intentions of the GFF, clubs and, in particular, the police. However, in some, but not all, respects, the fan club analysis is not far removed from that reflected in this report. The emphasis placed on a desire for dialogue and communication provides an opportunity which all the agencies involved in football safety and security should embrace (see below).

## **F.2 Supporter Communications Strategy**

European experience demonstrates that consistent and regular dialogue with supporters, both by the football authorities, clubs and police, can prove invaluable in enhancing understanding of supporter perspectives and in reducing tensions.

Discussion forums open to all supporters, and not limited to members of registered supporters clubs, can also help empower and inform the majority of supporters who have no intention of engaging in anti-social and more serious misbehaviour. European experience reveals that whilst such events can be challenging and will not necessarily result in agreement, the mere act of demonstrating a self-evident willingness on the part of the authorities to communicate and consult with supporters can prove beneficial for all concerned.

One lesson learned from the European experience in this area is the importance of providing clarity on what constitutes acceptable behaviour, whilst avoiding discussions becoming unduly dominated by the desire of fan groups to extract concessions on precluded activity like the use of pyrotechnics. As explained above, the use of pyrotechnics is dangerous both to users and fellow supporters alike and should not be permitted. However, discussion could focus on alternative and safe manifestations of orchestrated supporter activity.

It is not just about formal meetings and processes: communication and dialogue should form part of stadium safety management arrangements and policing strategies. Stadium personnel and the police should be encouraged, even obliged, to interact with supporters where possible as part of their normal duties: responding politely to requests, acknowledging supporters, explaining why an instruction has been given, are just examples of simple but highly effective communication skills.

The importance of incorporating the concept of dialogue into a multi-faceted strategy can be a crucial, but often overlooked, element of the integrated approach, not least because effective communications between football clubs and/or police and supporter groups can dispel negative perceptions among all parties, promote self-regulation among supporters and assist in making football safe, secure and welcoming for all concerned.

**Recommendation 27 - the National Committee should liaise closely with the police, football federation, football clubs and other relevant authorities in developing a supporter communication strategy.**

Standing Committee Recommendation (2012) 1 on Dialogue and Interaction with Fans provides a range of options that can be customised and applied in Georgia.

([http://www.coe.int/t/dg4/sport/resources/texts/Rec\\_2012\\_01\\_EN\\_Rec\\_Fan\\_Dialogue.pdf](http://www.coe.int/t/dg4/sport/resources/texts/Rec_2012_01_EN_Rec_Fan_Dialogue.pdf)).

A supporters' perspective on the importance of dialogue can be obtained from Football Supporters Europe (FSE) an independent and organised grassroots network of football fans in Europe (<http://fanseurope.org>)

A related initiative centres on the development of supporters' charters which can provide the basis of agreements between the football club and the supporters about what each party can expect from the other. More detailed guidance and good practice in respect of Supporters' Charters is available in Standing Committee Recommendation (2010) 1 ([http://www.coe.int/t/dg4/sport/resources/texts/Rec\\_2010\\_01\\_EN\\_Rec\\_supporterscharter.pdf](http://www.coe.int/t/dg4/sport/resources/texts/Rec_2010_01_EN_Rec_supporterscharter.pdf)).

### **F.3 Preventative and Community Projects**

European experience demonstrates the importance of developing and implementing a range of social and preventative projects designed to lure young supporters away from negative fan behaviour, not least through promoting a culture of tolerance and respect for others irrespective of team supported and other manifestations of diversity.

Similarly, European experience evidences that the participation of professional football and other sports clubs and national federations in a range of community-based social, crime prevention, educational and other projects can assist in developing closer links between the clubs and the wider community. Such projects not only promote a very positive public image of the sports club and sport generally but can also add value to the delivery of the project, for example, by using club facilities to encourage disaffected or alienated young people to participate in educational and other initiatives.

Moreover, and importantly, community engagement can help encourage a wider, cross section of people to attend sports events, particularly if such initiatives are accompanied by high profile improvements to stadium facilities.

**Recommendation 28 - the National Committee should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football (and other sports events) at both national and local level.**

### **Section G Increasing the Appeal of Domestic Football**

The focus throughout this report is on the need for an integrated approach to safety, security and service and the extent to which these components all overlap in terms of application and



in reducing levels of risk. However, there is also a direct link between the integrated approach and reduction in risk, and the appeal of a stadium to potential spectators.

The consultative team is mindful, for example, that "Dinamo Tbilisi" was once a major name in the global world of football and that attendances for domestic league and cup matches were massive by current standards in Georgia. Similarly attendances for international matches remain respectable notwithstanding poor stadia conditions and operating arrangements. Clearly, therefore, the potential appeal of football and other sports remains relatively high. Yet crowds at national cup and league matches are woefully low for a nation with such a strong cultural and historical affinity to sport.

The following remarks are focused on football, as the main European spectator sport, but the rationale can be applied to other sports.

There is a self-evident need to promote domestic sport to a greater extent than is visible at present. The absence of any marketing or commercial activity was noticeable, and fans were observed scouring local sports shops for any kind of football paraphernalia (scarfs, banners, pennants etc.). Similarly, even a cup final (a big event in any annual football calendar) was totally absent of any merchandising - a situation that is almost unprecedented across Europe.

The GFF and the football clubs appear to have no hospitality plan or wider strategy designed to attract more people to attend matches. Instead, there appears to be a sense of despair perpetuated by a self-fulfilling prophecy. Domestic football is unappealing, crowds are low, so any investment in promoting football and football matches would be an inappropriate use of scant resources. This may be a simplification, of course, but the fact remains that ways must be found to encourage more people to attend matches.

European experience demonstrates that a good deal can be achieved with relatively modest investment to establish Georgian football clubs and stadia as an integral part of social and community life. Across Europe, clubs with modest financial resources have been able to establish their stadia as community centres, increase attendances and maximise possible income sources. It can be done, but it requires the setting of achievable targets.

This report contains a number of good practices which are pre-requisites to making football stadia safe, secure and welcoming, but which also provide examples of measures that, if promoted effectively, can help generate larger crowds. These include,

- developing a culture of service - making spectators feel welcomed, respected and appreciated;
- improving stadium seating, toilet, refreshment; merchandising facilities;
- replacing public-order focused stadium policing operations with stewarding plans designed around the concept of customer care;
- developing inter-active communication and dialogue strategies;

- encouraging and facilitating (pyrotechnic-free) fan orchestrations designed to enhance supporter participation in the event;
- excluding any supporters who spoil the occasion through confrontational and other unacceptable behaviour;
- developing effective supporter communication strategies;
- investing stadium and club resources in supporting social, educational, tolerance, and crime prevention community based projects and so on.

The consultative team was generally surprised at the number of women and young children in attendance at the Cup Final, notwithstanding the generally poor or non-existent facilities and the absence of any kind of hospitality concept. This would seem to offer more than a glimpse of what could be achieved if a strategic, multi-agency objective was set to marry the recommended safety, security and service measures with associated promotional initiatives designed to encourage more people to attend matches and experience what should be an enjoyable occasion.

**Recommendation 29 - the National Committee should establish a working group tasked to identify the means for promoting attendance at domestic football matches and other sports events, in tandem with making stadia (and other sports venues) safe, secure and welcoming to spectators, taking into account European good practice.**

## **Section H Concluding Remarks and Summary of Recommendations**

### **H.1 Concluding Remarks**

In conclusion, the consultative team would like to stress that the report and accompanying Action Plan is intended to assist and support the Georgian authorities to take full account of European good practice in developing their own strategy for transforming the football (and sport) experience in Georgia.

Developing an integrated approach to safety, security and service at sports events is a complex area, necessitating the design and delivery of a range of inter-related measures based on established good practice customised to fit national circumstances.

This report and the accompanying Action Plan are comprehensive. At first sight, the recommended actions may appear daunting, and they clearly do represent a significant challenge especially if taken together. Nevertheless, European experience evidences that each one is deliverable. As stressed in the introductory remarks, some of the recommendations could be pursued in longer time, while others need to be pursued as a matter of high priority, notably:

- Co-ordination at National Level (Recommendations 1, 2 and 3);
- Pilot Project - Dinamo Arena (Recommendation 14);
- Stadium Safety Management Arrangements (Recommendation 13);

- Stadium Safety Personnel (Recommendations 15 and 16).

It is recognised that the integrated approach is a new concept and that transforming the current arrangements represents a long and steep pathway for the key partners and stakeholders to follow. However, it was evident from the visit that there is a drive and willingness to commence the journey and a recognition that the route may not always be easy. Furthermore the fact that Georgia is to host so many significant sports and cultural events in the coming years including the 2015 UEFA Super Cup, 2015 European Youth Olympic Festival, 2016 European Youth Athletics and 2017 Men's Youth World Handball Championships provides opportunity to create a platform for the future that will have long lasting legacy.

The consultative team would like to stress once more that the Council of Europe Standing Committee and UEFA are committed to providing the governmental authorities and other competent agencies in Georgia with further support and advice in meeting these challenges. On the other hand, the Standing Committee would also welcome periodic feedback on the progress made by the Georgian authorities concerning implementation of the recommendations in this report.

Finally, the delegation would like to thank once again Anatoli Korepanov for his organisation of the visit and all of the Georgian colleagues who provided much appreciated help and support and demonstrated impressive levels of patience throughout the visit.

## **H.2 Summary of Recommendations**

### **Strategic Co-ordination of Integrated Approach**

#### **Co-ordination at National Level**

Recommendation 1 - the Georgian Government should establish a national, multi-agency co-ordination committee ("National Committee") designed to ensure that an integrated approach to safety, security and service is developed and implemented in respect of football matches and other sports events.

Recommendation 2 - the Georgian Government should ensure that the role, remit and terms of reference of the National Committee provides clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.

Recommendation 3 - the National Committee should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service.

### **Data on Football Related Incidents**

Recommendation 4 - the Georgian authorities, through the MIA, should gather and analyse data on football-related (and other sports-related) misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded. This task should be undertaken by the Georgian National Football Information Point, once established.

### **Legislative and Regulatory Framework**

Recommendation 5 - the National Committee should broaden the current review of the Sports Law to consider all aspects of the current legislative and regulatory framework governing football (and other sports) events in order to ensure that it facilitates delivery of all aspects of a multi-agency and integrated national strategy, provides a more balanced approach to safety, security and service, and takes account of European good practice.

### **International Co-operation**

Recommendation 6 - the Georgian Government should ensure that the MSY representation at Standing Committee meetings is augmented by MIA participation, preferably by someone involved in the current review of football (sports) safety and security. Once established, the Georgian NFIP should represent the MIA.

### **Media and Communications Strategy**

Recommendation 7 - the National Committee should establish a multi-agency group tasked to develop and deliver a media and communication strategy aimed at explaining and promoting the integrated approach.

### **Safety - Stadium Infrastructure**

Recommendation 8 - the National Committee should determine a strategy for modernising football stadia in Georgia and review the current regulatory framework regarding GFF responsibility for stadia physical infrastructure and associated improvements.

Recommendation 9 - the National Committee should also examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising stadia hosting national and international football matches (and other events).

### **Minimum Stadium Safety Standards**

Recommendation 10 - the National Committee should take full account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) safety management arrangements

### **Stadium Safety Certification and Licensing**

Recommendation 11 - the National Committee should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice.

Recommendation 12 - the National Committee should set up an independent national stadium licensing body to issue stadium licenses, oversee local safety certification arrangements, and ensure that each stadium complies with minimum standards on stadia infrastructure and safety management arrangements (once developed - see Recommendation 10).

### **Stadium Safety Management Arrangements**

Recommendation 13 - the National Committee should take full account of European good practices in developing increased awareness of the importance of comprehensive stadium safety management arrangements.

### **Pilot Project Dinamo Arena**

Recommendation 14 - the National Committee should set up, as a top priority, a stadium safety project designed to develop comprehensive stadium safety management arrangements for the *Dinamo Arena* in Tbilisi with a view to the new arrangements being in place before the stadium hosts the 2015 UEFA Super Cup.

### **Stadium Safety Officers**

Recommendation 15 - the National Committee should rename club security officers as "stadium safety officers" to reflect and highlight their principal safety role, and take full account of good practice in developing minimum standards of competence and the training required to obtain the necessary skills and knowledge.

### **Stewarding Operations and Training**

Recommendation 16 - the National Committee should introduce stewarding arrangements inside all football stadia (and other sports venues), establish minimum competences for stewards, taking into account their core functions, and ensure that all stewards receive appropriate training, based on European good practice set out in Standing Committee documentation and advice available from UEFA.

### **Stadium Control Rooms**

Recommendation 17 - the National Committee should ensure that European good practice is taken into account in developing stadium control rooms and associated operations.

### **Use of Pyrotechnics in Stadia**

Recommendation 18 - the National Committee should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific legal provision preventing the use of pyrotechnics in stadia and other sports venues, and to consider the scope for developing a wider strategy designed to deter and prevent the use of pyrotechnics.

### **Integrated Training of Key Police and Stadium Safety and Security Personnel**

Recommendation 19 - the National Committee should seek external support (from UEFA and, the Standing Committee) and to assist in the delivery of integrated training for key police and stadium safety personnel.

### **Security - Policing Football Operations**

Recommendation 20 - the National Committee should oblige the event organiser to be responsible for safety, security and service arrangements within stadia and other sports arenas and preclude the organiser from transferring this obligation to the MIA, except in designated major incident or emergency scenarios.

Recommendation 21 - the Ministry of Internal Affairs (MIA) should;

(i) clarify the roles, responsibilities and command structure in respect of MIA forces engaged in policing football (and other sports-related) operations with the aim of developing a unified and integrated approach with clear command and control arrangements; and

(ii) ensure that police deployment decisions, and strategic and operational tactics, in connection with football events are based on a risk assessment process.

Recommendation 22 - the Ministry of Internal Affairs (MIA) should introduce specialist football policing training for senior officers, and dialogue and effective communication training for front line personnel, involved in football-related operations.

### **Searching Powers and Procedures**

Recommendation 23 - the National Committee should, as part of a wider review of the legislative and regulatory framework, review the possible options for further empowering police officers and empowering stadium stewards to search spectators on entry into a stadium on the basis of a risk assessment.

### **Football Policing Football Unit and National Football Information Point (NFIP)**

Recommendation 24 - the Ministry of Internal Affairs (MIA) should establish a dedicated NFIP to ensure effective delivery of key policing football roles, responsibilities and functions.

### **Role of Police Spotters**

Recommendation 25 - the Ministry of Internal Affairs (MIA) should establish a network of dedicated police spotters trained and equipped in accordance with established European good practice

### **Exclusion Measures**

Recommendation 26 - the National Committee should examine the scope for introducing effective exclusion measures designed to deter and prevent football related violence and misbehaviour, taking into account European experience and good practice.

### **Service - Supporter Communications Strategy**

Recommendation 27 - the National Committee should liaise closely with the police, football federation, football clubs and other relevant authorities in developing a supporter communication strategy.

### **Preventative and Community Projects**

Recommendation 28 - the National Committee should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football (and other sports events) at both national and local level.

### **Increasing the Appeal of Domestic Football**

Recommendation 29 - the National Committee should establish a working group tasked to identify the means for promoting attendance at domestic football matches and other sports events, in tandem with making stadia (and other sports venues) safe, secure and welcoming to spectators, taking into account European good practice.

**Report of the Standing Committee and UEFA Consultative Visit to Georgia**

**Action Plan - to be completed by the Georgian Authorities**

*Notes:*

This Action Plan incorporates recommendations arising from the Consultative Visit in May 2014.

For ease of reference the recommendations are presented under four headings: (i) Strategic Co-ordination of Integrated Approach framework; (ii) Stadium Safety; (iii) Security; (iv) Service; and (v) Increasing the Appeal of Domestic Football. However, as stressed throughout the consultative visit report, these headings overlap and are inter-related, and should be considered in that light.

**Again, as stressed in the report, the timescale for implementing the recommendations will vary in accordance with a range of factors. However, there are four key thematic priorities, namely:**

- Co-ordination at National Level (Recommendations 1, 2 and 3)
- Pilot Project - Dinamo Arena (Recommendation 14)
- Stadium Safety Management Arrangements (Recommendation 13)
- Stadium Safety Personnel (Recommendations 15 and 16)



Rec No.	Recommendation	Agency responsible for Implementing actions	Time schedule	Description of the action(s) taken and outcomes achieved
<b>1 -Strategic Co-ordination of Integrated Approach</b>				
<b>Co-ordination at National Level</b>				
1	The Georgian Government should establish a national, multi-agency co-ordination committee ("National Committee") designed to ensure that an integrated approach to safety, security and service is developed and implemented in respect of football matches and other sports events.			
2	The Georgian Government should ensure that the role, remit and terms of reference of the National Committee provides clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.			
3	The National Committee should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service.			

<b>Data on Football Related Incidents</b>			
4	The Georgian authorities, through the MIA, should gather and analyse data on football-related (and other sports-related) misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded. This task should be undertaken by the Georgian National Football Information Point, once established.		
<b>Legislative and Regulatory Framework</b>			
5	The National Committee should broaden the current review of the Sports Law to consider all aspects of the current legislative and regulatory framework governing football (and other sports) events in order to ensure that it facilitates delivery of all aspects of a multi-agency and integrated national strategy, provides a more balanced approach to safety, security and service, and takes account of European good practice.		
<b>International Co-operation</b>			
6	The Georgian Government should ensure that the MSY representation at Standing Committee meetings is augmented by MIA participation, preferably by someone involved in the current review of football (sports) safety and security. Once established, the Georgian NFIP should represent the MIA.		
<b>Media and Communications Strategy</b>			
7	The National Committee should establish a multi-agency group tasked to develop and deliver a media and communication strategy aimed at explaining and promoting the integrated approach.		

<b>2- Stadium Safety</b>				
<b>Stadium Infrastructure</b>				
8	The National Committee should determine a strategy for modernising football stadia in Georgia and review the current regulatory framework regarding GFF responsibility for stadia physical infrastructure and associated improvements.			
9	The National Committee should also examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising stadia hosting national and international football matches (and other events).			
<b>Minimum Stadium Safety Standards</b>				
10	The National Committee should take full account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) safety management arrangements			
<b>Stadium Safety Certification and Licensing</b>				
11	The National Committee should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice.			
12	The National Committee should set up an independent national stadium licensing body to issue stadium licenses, oversee local safety certification			

	arrangements, and ensure that each stadium complies with minimum standards on stadia infrastructure and safety management arrangements (once developed - see Recommendation 10).			
<b>Stadium Safety Management Arrangements</b>				
13	The National Committee should take full account of European good practices in developing increased awareness of the importance of comprehensive stadium safety management arrangements.			
<b>Pilot Project Dinamo Arena</b>				
14	The National Committee should set up, as a top priority, a stadium safety project designed to develop comprehensive stadium safety management arrangements for the <i>Dinamo Arena</i> in Tbilisi with a view to the new arrangements being in place before the stadium hosts the 2015 UEFA Super Cup.			
<b>Stadium Safety Officer</b>				
15	The National Committee should rename club security officers as "stadium safety officers" to reflect and highlight their principal safety role, and take full account of good practice in developing minimum standards of competence and the training required to obtain the necessary skills and knowledge.			
<b>Stewarding Operations and Training</b>				
16	The National Committee should introduce stewarding arrangements inside all football stadia (and other sports venues), establish minimum competences for stewards, taking into account their core functions, and ensure that all			

	stewards receive appropriate training, based on European good practice set out in Standing Committee documentation and advice available from UEFA.			
<b>Stadium Control Rooms</b>				
17	The National Committee should ensure that European good practice is taken into account in developing stadium control rooms and associated operations.			
<b>Use of Pyrotechnics in Stadia</b>				
18	The National Committee should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific legal provision preventing the use of pyrotechnics in stadia and other sports venues, and to consider the scope for developing a wider strategy designed to deter and prevent the use of pyrotechnics.			
<b>Integrated Training of Key Policing Football and Stadium Safety Personnel</b>				
19	The National Committee should seek external support (from UEFA and, the Standing Committee) and to assist in the delivery of integrated training for key police and stadium safety personnel.			

<b>3 - Security</b>				
<b>Policing Football Operations</b>				
20	The National Committee should oblige the event organiser to be responsible for safety, security and service arrangements within stadia and other sports arenas and preclude the organiser from transferring this obligation to the MIA, except in designated major incident or emergency scenarios.			
21	The Ministry of Internal Affairs (MIA) should;  (i) clarify the roles, responsibilities and command structure in respect of MIA forces engaged in policing football (and other sports-related) operations with the aim of developing a unified and integrated approach with clear command and control arrangements; and  (ii) ensure that police deployment decisions, and strategic and operational tactics, in connection with football events are based on a risk assessment process.			
22	The Ministry of Internal Affairs (MIA) should introduce specialist football policing training for senior officers, and dialogue and effective communication training for front line personnel, involved in football-related operations.			
<b>Searching Powers and Procedures</b>				
23	The National Committee should, as part of a wider review of the legislative and regulatory framework, review the possible options for further empowering police officers and empowering stadium stewards to search			

	spectators on entry into a stadium on the basis of a risk assessment.			
<b>National Football Information Point (NFIP)</b>				
24	The Ministry of Internal Affairs (MIA) should establish a dedicated NFIP to ensure effective delivery of key policing football roles, responsibilities and functions.			
<b>Role of Police Spotters</b>				
25	The Ministry of Internal Affairs (MIA) should establish a network of dedicated police spotters trained and equipped in accordance with established European good practice.			
<b>Exclusion Strategy</b>				
26	The National Committee should examine the scope for introducing effective exclusion measures designed to deter and prevent football related violence and misbehaviour, taking into account European experience and good practice.			

<b>4 - Service</b>			
<b>Supporter Communication Strategy</b>			
27	The National Committee should liaise closely with the police, football federation, football clubs and other relevant authorities in developing a supporter communication strategy.		
<b>Preventative and Community Projects</b>			
28	The National Committee should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football (and other sports events) at both national and local level.		
<b>5 - Increasing the Appeal of Domestic Football</b>			
29	The National Committee should establish a working group tasked to identify the means for promoting attendance at domestic football matches and other sports events, in tandem with making stadia (and other sports venues) safe, secure and welcoming to spectators, taking into account European good practice.		



**ANNEX B**

**National Report from the Georgian authorities  
on the current situation in the fields of safety, security and service  
at sports events and in particular at football matches in Georgia**

(Tbilisi, 20 March 2014)

*Report is prepared by the Ministry of Sport and Youth Affairs of Georgia in close cooperation with Ministry of Internal Affairs and Ministry of Justice of Georgia, as well as with legislative agencies and national sports federations of Georgia.*

*Coordinator: Mr. Anatoli Korepanov, representative of Georgia to T-RV Standing Committee*

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## Chapter 1. Structure and organization of sport in Georgia

The following subjects are involved in the sports organization and management area in Georgia:

- *Ministry of Sport and Youth Affairs (governmental agency);*
- *Local government (municipal level);*
- *Committee of Sport and Youth Affairs, the Parliament of Georgia;*
- *National Olympic and Paralympic Committees of Georgia;*
- *National Sports Federations / Associations / Unions ;*
- *Sports clubs.*

Competency and role of the mentioned subjects:

Based on the actual legislation of the country, the Ministry of Sport and Youth Affairs of Georgia develops policy mainstreams in the sports and youth areas and coordinates its implementation. The Ministry is accountable to the Government of Georgia and performs the tasks prescribed by law, or assigned by the Government and the Prime-Minister of Georgia based on law. The Ministry is financed from the state budget.

The Ministry contributes to sport development through state's sport supporting programs. Within the framework of the supporting programs the Ministry funds the participation of national teams in international competitions, promotes the modernization of sports infrastructure and construction of new facilities, and contributes to the organization and holding of sports competitions.

State programs for 2014 include: football state support program; rugby state support program; basketball state support program; sports development program; state support program for the Olympic movement; mass sports development program; program of the infrastructure rehabilitation and update of sports equipment.

The following institutions (among others) are subordinate to the Ministry of Sport and Youth Affairs of Georgia: **LEPL<sup>1</sup> Olympic Reserve Training National Centre; LEPL State University of Physical Education and Sports; LEPL Georgian Sports Museum.** Within their competence, the mentioned bodies facilitate the implementation of the ministry's policy.

*Area of activities and tasks of the Ministry of Sport and Youth Affairs of Georgia (among others):*

- Development, planning and coordination of implementation of overall policy mainstreams in the field of sports;
- Coordination of the professional development in the field of sports; development and approval of a unified sports classification;
- Collaboration with sports organizations; promoting their activities;

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<sup>1</sup> LEPL – Legal Entity under the Public Law

- Drafting of projects and legislative and normative acts related to its field of competence, in order to improve the current legislative framework;
- Performing the customer functions for the purpose of implementing the capital construction, reconstruction and maintenance works needed for the development in the field of sports;
- Participation in the preparation of sports-related draft laws by other ministries and cooperation with them; development of conclusions and recommendations; promotion of scientific, medical and applied researches in the field of sports;
- Participation in the drafting of international agreements in the field of sports; generalization and practical implementation of the best practices and scientific achievements in the area; supervision of anti-doping issues
- Participation in the planning of sports education in the country; coordination of the professional development of coaches and sports personnel.

LEPL Olympic Reserve Training National Centre - providing the development of upcoming and potential reserves for the Olympic teams of Georgia, as well as establishing of a material- technical and training base of international level for the country's national, junior and cadet team members (priority sports), and more.

LEPL State University of Physical Education and Sports - ensuring the competitiveness of persons with the higher education in the national and external labour market; offering stakeholders the high quality education that meets requirements of students and general public.

Sports Department of the Local government (municipality, city hall) - total of 64 municipalities, 5 self-governed City Halls, 10 district governments of the capital Tbilisi operate currently in Georgia. Each of these institutions has a sports department that coordinates international and local sporting events within its power, organizes sports activities, ensures promoting the implementation of the state policy of sports etc. These institutions are funded from the local budget.

The Committee of Sports and Youth Affairs of the Parliament of Georgia - promotes and coordinates activities of the state and non-governmental sports organizations of Georgia, national Olympic committee, sports associations, unions, federations. The goals and objectives are as follows (among others):

- Preparing of international agreements in the field of sports and monitoring their implementation;
- Developing the legislative framework in the field of sports;
- Facilitating the establishment and observance of the “athletes’ professional ethics”;
- Controlling the implementation of laws, parliamentary decrees and other resolutions;
- Initiating/developing legislative proposals.

The National Olympic Committee of Georgia – non-profit entity that aims to promote the Olympic movement and sport in Georgia. The Olympic Committee is significantly dependent on the state funding. In addition, the Olympic Committee has private sponsors.

Field of activities and tasks of the Olympic committee (among others):

- Development, promotion and protection of the Olympic movement in Georgia;
- Promotion of the high performance- and mass sports development;
- Support the teaching of sports specialists (coaches, referees, administrators);
- Take actions against any kind of discrimination and violence in sports.

Field of activities and tasks of the Paralympic committee of Georgia (among others):

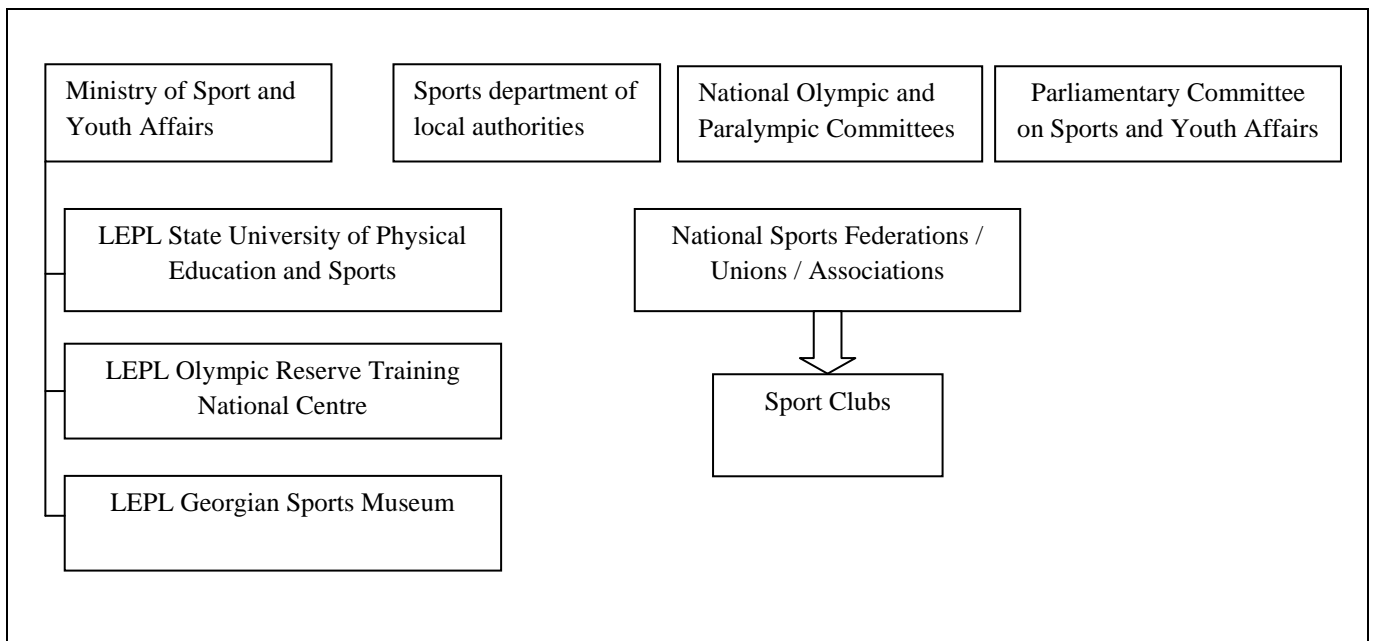
- Development of the Paralympic movement in Georgia;
- Involvement of persons with disabilities in Paralympic sports;
- Preparation of national Paralympic teams and provision of their participation in competitions;
- Educational-informative activities aimed at the Paralympic movement popularization.

National sports federations of Georgia – develop and popularize specific sports; train highly qualified athletes; provide the participation of national teams in international tournaments; organize/hold international and local tournaments of all levels. In the cases of some federations (e. g., the Georgian Football Federation), the infrastructural development of sports facilities and regulation of safety standards are defined in the Charter of the organisation.

Georgian Sports Federations are significantly dependent on state allocations, which is due to the following types of challenges and difficulties: improper administration system of federations, poor management, lack of the qualified personnel, poor promotion of investments in sports from the state and weakness of the tax policy, etc. It should be noted that the majority of sports federations face great difficulties in finding sponsors.

The Law on Sports in Georgia was adopted in 1996; it regulates cooperation and competence aspects of subjects involved in the field of sports. **See Appendix N 1 - The Law of Georgia on Sports.**

At present, the mentioned law fails to meet the modern standards and challenges; therefore, on the initiative of the Ministry of Sport and Youth Affairs of Georgia, there are works ongoing on a new edition of the Law on Sports. A working group was established that provides the new law drafting.

Structure of sports in Georgia and involved subjects:

## Chapter 2. Safety and security at sport events

### 2.1. Legal framework for prevention spectators' violence at sports events

Football, rugby, basketball, water polo, wrestling, judo, chess, boxing, karate and etc. are among the most popular sports in Georgia.<sup>2</sup>

It should be noted that public attendance during the national championships in popular sports is quite low (compared to the public attendance in the same sports in European countries), about 950<sup>3</sup>. Exceptions are made by such matches of the top football league (“**UMAGLESI LIGA**”), where top teams of the tournament table meet each other. Also, among these exceptions are the National Football Cup (David Kipiani Cup) final matches. At such a time, the public attendance makes about 7000<sup>4</sup> people. It should be also noted that from the statistical point of view, attendance at the UMAGLESI LIGA's matches in the regions is higher, than in the capital.

In Georgia, the interest of local spectators for international level football matches (by the national team or club participation), as well as for international competitions in popular sports organized in Georgia, is very high. Their interest is directly proportional to their attendance at the sports venues (outdoor or indoor complexes). For example, during the football and rugby national team matches the crowd totals from 15000 to 45000 spectators. The maximum number of viewers at the international tournaments in other sports (indoor sports-complex) - such as basketball, judo, and wrestling – organized in Georgia makes 10000 people (indoor sports facilities with higher capacities are currently not operational in Georgia).

Crowd violence and misbehaviour during sports competitions in Georgia, especially during football matches, is not of wide-scale/permanent character. However, from time to time during the top League matches the following types of incidents are observed in the stadiums: verbal and physical confrontation between fans; physical confrontation between fans and police; throwing certain items; damaging the stadium/sports facility infrastructure; insulting the refereeing team and opposing team players; damaging the opposing team vehicles at the stadium's outer perimeter. In the last few years, facts of provoking the opposing team fans by the athletes from the pitch were detected. One of the most serious incidents of the last several years was observed in Kutaisi city on 9<sup>th</sup> of March 2014, at the 60<sup>th</sup> minute of the match between Kutaisi “Torpedo” and Tbilisi “Dynamo”. The home team was losing to “Dynamo” 0:2; the game was generally proceeding without complications. At this time, one of the gates of the stadium opened and the field was invaded by around 100 aggressive fans. They physically assaulted “Dynamo” players and threw stones at the opponent team fans. The match was stopped as a result of the incident; several “Dynamo” players and security guards were injured. See a video footage of the incident: <http://www.youtube.com/watch?v=-Veq6GPV8d4>

For today, aspects of spectators violence and misbehaviour at sporting events is regulated by the following legal and normative acts (non-specific):

<sup>2</sup> Social survey on the attitudes towards sport, carried by GEOSOMAR. September, 2013. Georgia.

<sup>3</sup> Attendance statistics for 2012/2013 Georgian Championship, Average attendance. Georgia Football Federation.

<sup>4</sup> *ibid.* Maximum attendance.

- Georgian Code of Administrative Law Offenses;
- Criminal Code of Georgia;
- Law of Georgia on Police.

Also, worth noting the specific internal regulatory standards in this area, such as:

- Statute for the Georgian National Football Federation's top league, the first leagues, reserves championships and David Kipiani Cup (annually updated);
- Disciplinary Code of Georgian Football Federation.

In 2004, the government of Georgia signed the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. Appropriate state-internal procedures for the ratification of this convention are currently being implemented in Georgia. By this time, the Council of Europe is actively working on updating the text of this Convention. Hence, the Georgian side considers it appropriate to take time and ratify the revised text of the European Convention, which, according to our information, will be available for signing at the end of 2014 or during 2015.

At the same time, the government of Georgia is taking appropriate actions to ensure consideration and implementation of the internationally recognized recommendations existing in the fields of safety, security and services at sport events. Regarding the issues of spectators' violence and misbehaviour at sport events the Ministry of Sport and Youth Affairs of Georgia has been actively cooperating with the Ministry of Internal Affairs since 2013, within the framework of the Memorandum, signed on April 25. The memorandum is perpetual; the Parties undertake (within their competence) to carry out - together with the relevant sports federations - preventive measures against the spectators' violence and inappropriate behaviour observed during sporting competitions. Also, the Parties undertake the responsibility to take relevant actions (within their competence) against manipulation (max-fixing) of sports competitions, as well as against illegal sport betting.

Tasks of the Georgian Code of Administrative Offences (hereinafter referred to as "GCAO"), (among others): protection of public and societal order, provision of crime prevention. To meet these goals, the GCAO determines types of actions, penalizing rules and competent individuals.

The GCAO establishes that a person shall be administratively responsible from the age of 16 years. Also, it is stipulated that foreign citizens and persons without citizenship shall bear administrative responsibility equally to citizens of Georgia.

**Chapter XIII of the GCAO: "Administrative offenses breaching the public order" defines the following offenses:**

**Article 166. Disorderly conduct.** "Disorderly conduct, i. e. swearing in public places, insulting harassment of citizens and other similar activities that violate public order and tranquillity of citizens ..."

**Article 171.** "Drinking alcohol in public places, or committing actions that are offensive to human dignity or public morality..."



**Article 171, paragraph 1.** " Drinking alcohol in stadiums, squares, parks, all kinds of public transport and other public places - except for trade and public catering facilities and the places, where alcoholic beverages are sold on tap - shall be fined..."

**Article 171, paragraph 2.** "committing in public places such actions that offense human dignity and public morality, which is manifested in clearly expressed disrespect to society accepted rules of conduct and give rise to such an environment that is humiliating or offensive to humans (sex-related behaviour, complete or partial indecent denudation, relieving oneself in public places) - shall be fined..."

**Article 181. Carrying cold steel arms, paragraph 1.** "Carrying cold steel arms in streets, yards, stadiums, squares, parks, educational institutions, courts, airports, cinemas, theatres, concert halls, cafes, restaurants, all types of public transport, bus stations, railway stations and other public places shall be fined..."

**Rules for drawing up protocols of administrative violations and procedures of administrative detention are established in subparagraphs of Chapter XVIII of the GCAO.**

**Paragraph 1 of the Article 239** of this Chapter defines: "protocol on an administrative offense committed is drawn up by a duly authorized official or a representative of a public entity or self-governing public body..."

Also Article 246 of this Chapter establishes competent authorities (officials) authorized to carry out administrative detentions, including:

- Bodies of Internal Affairs;
- Senior official of the militarized security guard on sites of protected facilities – in cases if offenses were committed related to encroachment on the protected facilities, other public or societal property.

Additionally, **Article 248 of the GCAO** on "personal search and search of items" establishes competent authorities and rules for the personal search. The personal searches may be undertaken (among others) by the bodies of Internal Affairs, defense and militarized security services, Special State Security Services, also - as in the cases directly provided in the legislation of Georgia – by duly authorized officials of other agencies.

As for the rule of searching, **paragraph 2 of the Article 248 states:** "Personal search shall be undertaken by a duly authorized person of the same gender as the searched person. The searched person shall be entitled to invite attendees (no more than two), for which he/she will be given a reasonable period of time. Restriction of this right is only admissible in urgent cases, where there is real risk of damaging, destructing or hiding the evidences"

It should be noted that in practice, when spectators accessing sporting facilities, the duly authorized persons are only entitled to apply special searches to the spectators (only touching the outer superficial of the person's clothing with hand, special equipment or means). Such circumstances are defined in "The Law of Georgia on Police" (to be described below).

*The Criminal Code of Georgia (hereinafter referred to as "CCG")*

The CCG - in sets the legal basis for criminal liability, determines which actions are considered criminal, and sets the appropriate sentence or other penal measures of criminal law. The goal of this Code is to prevent criminal violation and maintain order.

**Article 239** of the CCG “Disorderly conduct”, states:

“Disorderly conduct” is the action, which grossly violates public order and manifests apparent disrespect of the society through violence or threat of violence - is punishable by fine or by socially useful labour for a period of 120-180 hours, or by correctional labour for a term of 1 year or by imprisonment for the same term.

2. The same action committed:

A) By a group after a preliminary agreement;

B) Against a representative of authority or other person preventing the disorderly conduct;

C) By a person convicted of disorderly conduct,

- is punishable by fine or by socially useful labour for a period of 180-200 hours, or correctional labour for 1 to 2 years, or by imprisonment for 2 to 5 years.,

3. The offense provided for in the 1st or 2nd part of this article, committed with a firearm or other objects used as weapon

- is punishable by imprisonment for a term of 4 to 7 years.

### *The Law of Georgia on Police*

The Law of Georgia on Police sets out the basic principles for activities of the Georgian police, legal basis for the organizational structure of the police, police duties, police operations and legal forms of exercising police-own powers by the police, procedure of performing the services in the police, guarantees of the legal and social protection for police officers, control over police activities. The purpose of this law is to ensure public safety and the maintenance of order.

Regarding the protection, security and services during sporting competitions we would like to focus on the Law on Police (see Appendix N 2, the Law on Police):

- Article 22: superficial examination and inspection;
- 23: special examination and inspection;
- Article 25: demand to leave the area and prohibition of entering specific area.

According to the Law on Police, superficial examination and inspection of persons, including at the entrance of sports facilities, represents a great challenge and difficulty for the authorized entities and persons. Consequently, to date, spectators can freely carry minor objects to sports facilities, which may pose threats to the safety of others, as it is almost impossible to the authorized person to detect small explosives, lasers, knives and other items by superficial examination.

*Statute for the Georgian National Football Federation’s (GFF) top league, the first leagues, reserves championships and David Kipiani Cup (annually updated):*

This document is approved at the GFF executive committee meeting. The goals and objectives include the further development and popularization of football in Georgia.

The document sets out the terms of carrying out championships and the competence of the subjects involved. It should be noted that, according to the document, the host club, on the playing field of which the match is held, shall (among others) ensure the safety of spectators and the match participants.

### *Disciplinary Code of Georgian Football Federation*

**Purpose of the Code:** The code includes a list of possible violations of the statute and provisions of the GFF and determines sanctions, regulates the work and functions of decision-making bodies and procedures to be carried out by these bodies, as well as the procedure for appealing the decisions of legal authorities.

**The Code applies to** all matches and competitions organized under the aegis of the GFF. It is also valid in the case if any harm is caused to the match officials, or statutory objectives of the GFF are violated, especially in cases related to falseness, corruption and doping; also, (the Code) applies to any kind of violation of the GFF provisions, which is not within the jurisdiction of any other body.

**The Code shall apply to:** the GFF member-federations and associations, leagues; clubs; officials; players; match officials; licensed agents of the match and players; persons authorized by the GFF for matches, competitions or other activities; **spectators**.

The Code establishes and defines the responsibilities of involved subjects; also the sanctions to be applied against individuals and legal entities in cases of non-observance of the Code.

Article 40 “Responsibility for spectators’ behaviour”, specifies that the responsibility for violations committed by the spectators is to be borne by the host club. Exception is the case, when a violation is committed by a spectator supporting the visitor club.

**Article 45 of the Code:** the GFF disciplinary department and legal authorities: within its jurisdiction, the GFF is responsible for taking sanctions against the violations committed; sports sanctions against disciplinary violations are to be carried out by the Disciplinary Department, Disciplinary and Appeals Committee of the GFF. The Disciplinary Department members are appointed by the GFF president.

Against disciplinary violations committed, the GFF Disciplinary Committee applies sports sanctions under this Code (**see Appendix N 3**)

Section V of the Code, Chapter XIV. Violations before, during and after the match. The Code defines violations, which are related to violence and improper behaviour from spectators:

- Appearance of extraneous persons and animals on the field (Article 93);
- Provoking the spectators (Article 104);
- Failure to provide public order and security (Article 105);
- Temporary interruption and/or disruption of the match (Article 106);

Also, Chapter XVI of the Code defines the violations committed by the match spectators, including:

- Chanting unacceptable expressions and offensive remarks by spectators (Article 113);
- Throwing certain items to the tribunes, field and field-adjacent area by spectators (Article 114);
- Use and shooting of pyrotechnic devices by spectators (Article 115);
- Disorder in the stadium (fights, violence, walloping, arson, property damage, use of the available objects in order to break down the match) (Article 116);
- Demonstration of means containing insulting or inappropriate expressions by spectators (Article 117);
- Unlawful actions of spectators (breach of public order) (Article 118).
- Discrimination and racism, demonstration of Nazi paraphernalia and symbols (Article 122).

## 2.2. Legal entities implied in safety and security during sport events

The following subjects are involved in the process of providing the security and protection in the field during international and national first league football matches in Georgia:

- **Event organizer** (sports federations, clubs, owner of the sports facilities, private security):

Provides issues related to the protection and infrastructure inside the facility; the organizer's competence comprises also the entrance/exit control, ticketing control; checking the spectators' tickets by entering the facility and undertaking superficial examination of the spectators; the coordination with representatives of the Ministry of Internal Affairs and fire-fighting, medical brigades. According to the practice adopted in Georgia, the organizers will bear full responsibility for safe holding of the event.

- **Local authorities** (City Hall, municipality) provide the presence of fire and medical crews in the sports facilities ;
- **Ministry of Internal Affairs** (in the case of the event organizer's written application!): Provides the observance of public order at indoor and outdoor perimeters of the sports facility; maintains the security inside the facility; prevents possible invasion of the field by spectators; controls the crowd; provides safe deployment and leaving of spectators in the sectors security; gathers evidences on lawbreakers (photo/video surveillance); communication between spectators; incident prevention/response; detention of perpetrators.

It should be noted that the presence of the state law-enforcing authorities at the stadium during the National Super League football matches in Georgia takes place only on the basis of the organizer's (GFF, club, owner of the sports facility) formal request. In other cases, the organizers provide the safety within the stadium by engaging private security companies. Usually, the event organizers have contracts with private security services on providing various types of services. Based on these contracts, the private security provides the protection of public order and security inside and outside the stadium perimeter.

Presence of the Georgian Interior Ministry forces at championships is not considered to be mandatory by Georgian law, except in cases when the event organizer applies through an official letter to the Ministry of Interior Affairs. In cases of inclusion of the MIA forces, they are responsible for maintaining public order and security during the match.

### **Annual provisions of the GFF Championships stipulate:**

The home team is required to have 1 ambulance and 1 fire truck in the stadium, as well as provide the required number of public order defenders. It is required to have a fire truck in a particular match of the first league in the case of such request from the GFF (see paragraph 4.26)

For a better organization of the National Championship matches and the safety of participants, a match delegate is appointed to the highest league matches (also in other matches, if necessary). The delegate - a person appropriately authorized by the GFF and attached to the match – is appointed by the GFF competitive section. The delegate is responsible for getting familiar with the stadium and assuring himself/herself of readiness of the stadium for the match.

The match delegate is required to hold with the match referee a pre-match meeting (1.5 hours before the game), which should be attended by the referees, their observers, representatives of the participating teams, public safety, health, fire and safety officers, the stadium director (see paragraph 9.4)

The match delegate is responsible for the control of issues related to the match organization. Regarding the security issues, the delegate cooperates with the public safety representatives and the stadium director, or with the person responsible in the stadium (Section 9.5).

The delegates is required to take an active part and handle all issues related to holding of the game, and give a permit for holding the game (paragraph 9.8).

The delegate is paid by the Georgian Football Federation (paragraph 9.11).

### **2.3. Police structure, deployment, risk assessment and gathering of evidences on violations during sport events**

In Georgia, the MIA forces take part in the process of the safety and security maintenance during sporting competitions, especially during football matches, only on the basis of a written request of the event organizers; the risk assessment and analysis are undertaken by the event organizers themselves, e.g.: football federation, football club and so forth.

5-7 days prior to the date appointed for sport event/match and based on the organizer's written request, **operational headquarters** are set up at the MIA's office (information on the operational headquarters - see below). Goals and objectives of the operational headquarters are determined under consideration of the information given in the letter of the event organizer (estimated number of spectators to attend the stadium, behaviour/mood of the fan

groups and other specific information). Additionally, the headquarters elaborate a plan of the measures to be taken for the public order and security maintenance, which describes:

- Main tasks of the operational headquarters;
- Type and number of the forces involved in the event;
- Distribution of forces within the perimeter of the stadium (on tiers, sectors, yard and so on)
- Major tasks of policeman and responsible persons assigned to the sectors and areas;
- Date and time of announcing the personnel.

The work team is set up in line with the organizer's invitation, which includes the heads of division responsible for ensuring public order. The organizational issues of the match, distribution of duties/functions between persons are discussed at the meeting, and the participants of the meeting get familiar with deployment and action plan of Division of the Ministry of Internal Affairs.

#### Risk assessment, prevention, response

On the basis of the information received from the organizers of the event (level of the match, expected number of spectators attending, behaviour of fans of rival teams, mood of fan clubs and so on), as well as by considering obtained operative information, deployment of the personnel occurs within the sections at the stadium/venue in accordance with the action plan. The heads of the section (MIA - staff) control the sections and through the radio stations systematically remind to the heads of the headquarters about the existing circumstances on the ground.

Proceeding from the situation existent on the stadium, the movement of the employees situated on the dislocation spots is possible only in line with the instructions of the leadership of operative staff.

In case of minor incidents from the fans, the policemen deployed on the ground give verbal warning to the spectator in order to make him/her refrain from inappropriate behaviour. In case if the incident recurs the spectator is obliged to leave the stadium. If violation of law takes place by a spectator or a group of people, policemen in agreement with the superiors, would arrest lawbreakers and take him/them to police station.

#### Collecting evidences about the incident

It should be mentioned that operative group of special task department of the Special Emergency Measures Center of MIA (several employees) are inside the stadium/facility during the match. They are dressed as citizens and take photo-video recording in case of incident. The photo and video material reflecting the incident is sent to relevant services of MIA for further consideration.

#### Disposition of MIA –forces on stadiums

The number of employees of MIA involved in the event of international and national football matches (on the basis of its significance, approximate number of spectators and also operative information) totals **500-800** for 35000-55000 spectators and up to **150** for 100-5000.

*Operative headquarter of MIA include:*

- Special Tasks Department of Special Emergency Measures Center;
- Employees of Territorial Bodies of MIA;
- Patrol Police Department.

*Responsibility and competence of MIA forces:*

**Special Tasks Department (STD) of Special Emergency Measures Center of MIA**

The personnel of the STD are announced 2 hours and 30 minutes earlier prior to starting the match. They are deployed in the first rows of the stadium's stands with the aim to prevent possible cross of the spectators on the pitch. Also, STD's divisions are deployed inner and outer perimeter of the stadium.

Employees of Special Tasks Department represent supportive power for other MIA divisions. Representatives of the STD if necessary have shields, batons and other special equipment in critical situations. During half-time or after finishing the match the employees of STD deployed in the sectors of stadia stay on their spot, with their face towards the audience and control the spectators' safe leave from the sectors.

**Employees of MIA's Territorial Body**

Taking into account the place where the sport competition is to be held, the division of MIA's territorial body appears at the venue 3:30 earlier prior to beginning the match. (It depends on the significance, scale of the event and number of the viewers). The employees wear uniforms, without weapon (except for special cases). The policemen without uniforms have special badges with the inscription "POLICE" handed by the organizers of the match.

The personnel is provided with respective instructions in compliance with the action plan, after that the personnel is distributed on the sectors and areas. The functions of employees of MIA's Territorial Body include:

- Ensuring spectators' security and protection of public safety on action area;
- Prohibition of taking bottles, fragile, sharp and other illegal objects to the stands through visual inspection of viewers; as well as prevention of spectators without tickets by the representatives of organizers / volunteers located at the entry of the sector (in case if they don't obey the requirements of the representatives of organizers / volunteers);
- Detainment of the offender and his/her transfer to territorial division in agreement with the leadership of the operative headquarter;
- During half-time or after finishing the match, the employees distributed among the sectors organize safe leave of the spectators from the sectors;
- After the spectators leave the stands, in case of necessity, the full or certain numbers of personnel gather in the vicinity of changing rooms and ensure movement of participants of the match and their own transport.

## **Patrol police department of MIA, PPD**

The personnel of PPD arrive at the sport events 1.30 earlier according to the operative plan. The personnel are provided with respective instructions on the site and their dislocation is carried out accordingly. The personnel of PPD are responsible for ensuring order outer perimeter of the sports venue.

In case the necessity arises, after finishing the sport event, the mobilization of composition of patrol police takes place at the entry of the stadium, and outer perimeter in order to arrange safe movement of participants of the match and prevent any facts of disorder.

### *Function - obligations of patrol inspector*

- Protection of public order and safety;
- Ensuring unimpeded movement of fans and at the time of violations taking appropriate measures specified under the law;
- If necessary, determination of directions of transport means flow, blocking the sections of the road and their supervision, ensuring safe movement of participants of sport events in the entry and exit of the stadium;
- Taking measures envisaged by the legislation if the facts of violations are revealed.

### Disposition of MIA forces, existent challenges:

- “SPOTTERS” doesn’t exist in Georgia;
- Uniform of MIA forces often cause aggression among spectators, since the employee with a uniform approaches the fan with the aim to communicate in order to prevent possible incident;
- On the ground there is a lack of direct communication between the organizers of the match and MIA representatives.

### MIA’s forces trainings

The Academy of the Ministry of Internal Affairs of Georgia periodically ensures trainings in mass management and crisis situations. The program considers short-term trainings (4-5 days).

## **2.4. Nature of incidents and violations detected during sports event; sanctions taken against individuals violating order**

On the basis of the information provided by the Georgian Football Federation (GFF), the following types of incidents in international and national football matches prevail: throwing items to the stadium, usage of pyrotechnics and laser and others.

The whole responsibility on the incidents occurred at the national football match rests with the host club (except the cases, when it is obvious that the incident was committed by the fans of guest team). In this case the sanction and responsibility against the club are specified in



conformity with Disciplinary Code of the GFF. Under this code the minimum fine amount imposed on the club is determined by 100 GEL ( $\approx$  45 EUR) and maximum by 20 000 GEL ( $\approx$  8330 EUR).

Today the Ministry of Internal Affairs of Georgia has no special database, where the information about violations occurred at the sport events in particular during football matches is reflected.

Consequently, MIA has no precise information concerning incidents happening during sport matches. On the ground of existing experience, it is possible to single out general nature of offence occurring at the sport matches: hooliganism; minor body damage of MIA employees; verbal and physical assault against MIA employees; spectators' going to the pitch and verbal and physical insult against the referee; after match scuffle between the spectators.

The above-mentioned violations are punished under the Code of Administrative Law Offenses or under the Criminal Code. The fine from 100 GEL or/and administrative detention from 90 - to 3 – years is considered for the afore-said violations.

## **2.5. How the violence prevention works in practice, existing coordination mechanisms.**

### *Challenges of existent coordination mechanism*

As it was mentioned above, at the sport events, in particular during football matches the existent mechanism of coordination and communication among persons responsible for the safety, security and services is prescribed by the annually updated Statue of GFF national championships.

The whole responsibility (under the Statue of GFF national championship) falls on the organizers of the event. There are many cases when the organizers have no proper experience with the following directions: planning safety and security; risk assessment and analysis, making optimal decision and response on critical situations and so on.

Also, lack of communication and coordinated actions between the stakeholders represents great challenge. It should be mentioned that when MIA forces perform on the matches the organizers of the event place the whole responsibility of ensuring public order and security on MIA. This time the problems of effective coordinated actions and communication with the organizers arise.

The communication between persons takes place through phone calls, because the single command center doesn't operate at the events (which would unite "leaderships" of MIA, owner of the venue, security officers from the clubs, representatives of fire and medical services).

In case MIA forces were not invited to ensure public order at the sport venue, it becomes impossible to reveal violations, because the majority of stadiums aren't equipped with appropriate surveillance cameras (CCTV) and the stadiums in general have no staff who will gather the evidences of violations. Consequently it is almost impossible to take relevant measures against the violator due to nonexistence of evidences.

In the event of violation, if the incident is obvious for a broad society, the delegate of the match (GFF's representative to every match) fixes the nature of the incident and on the bases of this he imposes a penalty on the club (at national championship matches).

For today there is no relevant regulatory acts in Georgia, which would define the competence, rights and responsibility of the stakeholders involved in organizations and prevention of spectators violence at sport events.

### Chapter 3. Safety and management at sports events

#### 3.1. Stadiums hosting international football matches in Georgia (permission granted by UEFA)

- City of Tbilisi. “*Mikheil Meskhi Stadium*”, capacity: 24 500, Privately owned;
- City of Tbilisi. “*Dimano Arena*”, capacity: 54 000, private property;
- City of Kutaisi. “*Givi Kaladze Stadium*”, capacity: 11880, public property;
- City of Zestafoni. “*David Abashidze Stadium*”, capacity: 5000, privately owned.

#### 3.2 Other stadiums hosting national football matches in Georgia (license issued by GFF)

- City Kobuleti. “*Chele Arena*”, capacity: 3 800, public ownership;
- City Mtskheta. “*Mtskheta Park*”, capacity: 2000, privately owned;
- City Rustavi. “*Foladi Stadium*”, capacity: 4 656, private property;
- City Gori. “*Tengiz Burjanade Stadium*”, capacity: 4850, public property.

#### 3.3 Host venues of national and international rugby matches

- City Tbilisi, “*Shevardeni Stadium*”, capacity: 2000, privately owned;
- City Tbilisi, “*Avchala Stadium*”, capacity: 2500, privately owned;
- City Rustavi, “*New Stadium*”, capacity: 4000, public property;
- City Bolnisi “*Tamaz Stefania Stadium*”, capacity: 3 300, public property.

Proceeding from the sport traditions in Georgia, indoor sport venues attract many spectators; especially in favorite sports categories (basketball, judo, wrestling, etc). Considering this fact, it would be very significant and useful for Georgian side to share European experience regarding ensuring safety and security of the spectators at indoor venues.

For today, the main indoor sports venue in Georgia is “SPORT PALACE”, situated in Tbilisi. The Palace can host high level international competitions: Basketball, Volleyball, Wrestling, Judo, and Boxing. On the basis of the agreement signed between the private company and Tbilisi municipality “Sport Palace” is transferred to private ownership. Maximum capacity totals 10000.

#### 3.4 Licensing and inspection of sports facilities, safety certificates

Competitive Division of the GFF inspects the stadiums existent in Georgia for local championship and GFF licensing division ensures inspection for UEFA club competitions with participation of the Georgian clubs.

GFF isn't responsible body for safety at the stadiums; GFF requires ensuring safety of the stadiums from the interested parties in line with the pertinent standards and criteria.

In order to get a license for taking part in UEFA club competitions GFF developed a club licensing provisions. It should be noted that the question of issuing license for clubs is discussed by GFF club licensing and monitoring administration.

#### Safety at sport facilities

Statute for the Georgian National Football Federation's top league, the first leagues, reserves championships and David Kipiani Cup (annually updated) defines "Requirements for the Stadium of Supreme League Clubs".

The requirements towards sport infrastructure are divided into 3 categories, **obligatory, necessary and considerable**

**Obligatory** – the game doesn't take place in the stadium, in case if the requirements of this category aren't fulfilled;

**Necessary** – if the requirements of this category aren't implemented it won't entail automatic cancellation of the match; however the sanction specified by GFF disciplinary code will be imposed on the club.

**Considerable** – unfulfilling of the requirements of this category won't entail automatic financial sanctions, although they shall be considered maximally in the process of constructing, reconstruction or planning process, because in the future the requirement can be tightened and become higher category.

*Obligatory norms, criteria by the Statue of GFF for local championships*

➤ **Safety certificate**

To discuss the issue of using the stadium is possible if its structural and technical conditions are in conformity with instructions or safety norms, laws, and other normative documents specified by local or international legislation. To this effect, the stadium shall have safety certificate that will be issued by local Municipality (by indicating the date and place of its issuance, also the body that issued it, the position and identity of a person who signed it).

The local Municipality body issues the safety certificate for the stadium on the basis of inspection acts of the mentioned stadium for a period not exceeding 12 months by public bodies with relevant right of norms operating in Georgia.

The safety certificate shall incorporate information on the following (among them): approved capacity at the stadium (by indicating the seats under the roof); stadium construction safety; fire safety; safety of electronic and mechanical equipment; conformity of medical storeroom with the requirements of Health Care; the concept of evacuation; placement of spectators; the compliance of the spectators' movement zones with safety norms.

➤ **Stadium stands and spectator's premises**

There shall be solely individual, numbered, firmly fixed seats separated from each other, with required form, made of not-fragile/flammable material, with 30sm tall backrest at the stadium.

*Required norms, criteria by the Statue of GFF for local championships*

➤ **Strategy for ensuring safety and order**

The stadium plan shall be attached to the safety certificate, as well as the plan with demonstrating surrounding areas, evacuation plan, strategy for ensuring safety at the stadium and rules of behavior at the stadium.

The strategy for ensuring safety and order shall incorporate all aspects of organizing football match such as tickets distributing system, viewers checking; strategy for separating fans of rival team, strategy of dispersing people, medical service, measures to be undertaken during fire or electricity disconnection or any other emergency situations.

Furthermore, the evacuation plan approved by appropriate public bodies shall be submitted.

With the intention of spectators' safety and easy orientation, all sactions have to be indicated properly at the stadium.

Properly approved behavior rules shall be posted at several prominent places at the stadium and their observation has to be controlled.

➤ **Spectators' capacity**

In terms of the spectators' capacity, there shall be minimum 1000 individual seats at the stadium. The overall capacity and number of seats covered with roofs have to be approved by competent local bodies that shall be indicated in the safety certificate.

At least 5% of the overall capacity at the stadium must be determined for guest fans, on particularly separated area

Since the planning and implementation of international sport events are organized by the Sport Federation, its responsibility also include inviting respective experts with the aim to establish existence of conformity of international standards with sport events. Exactly these international experts are entitled to grant license and certificate to the facility as a result of implemented inspection or indicate the defects and methods of their elimination to the owner.

*Norms, criteria to be considered by the Statue of GFF for local championships:*

➤ **Stands and spectators' premises**

The stadium shall be equipped with food and supply sites, which will be available for all sectors' spectators of the stadium.

➤ **Entry and exit of the spectators**

The entry and exit of the spectators and presence at the territory have to be safe and meet the following requirements:

- The entrance gates shall be designed so to avoid jam and ensure normal entry of the flow of people;
- All exits and stairs for public purposes in spectators' zone have to be painted with bright colours as well as all exit gates and doors from the stadium and from spectators' zone to playground.

- All exit doors and gates at the stadium and also from the spectators' zone to playground:
  - Shall be equipped with such locking device that in case of exit gates and doors anyone can open easily and quickly from inside, while in case of exit doors to playground both from inside and outside.
  - Shall be arranged in that way to remain unlocked while spectators are at the stadium;
  - The ways at the stadium should be indicated properly (through pictogram) to help viewers find their sector. Besides all entrance and exit doors and gates should function, and also symbols must be marked clearly to be understandable for everyone.

There shall be 3-4 wide gates to enter the stadium whose function have to be defined in accordance with security standards.

With the purpose of selling tickets of the match there shall be minimum one ticket office at the territory of the stadium.

➤ **First aid means for spectators**

There should be fully equipped and hygiene clean minimum one first aid kit and a doctor available for all sectors of the stadium approved by competent local bodies.

*Fire safety at sport events*

In conformity with Georgian Law “on Fire Safety”, all buildings considered for spectators belong to the list of facilities subject to state fire safety oversight. These facilities periodically undergo fire technical inspection, as a result the violations of fire security rules can be revealed at the facilities and for their elimination the head of the facility is given a deadline to carry out recommendations. In line with the current fire safety rules in Georgia the accomplishment of all recommendations issued by appropriate body is obligatory for all facilities.

### **3.5 Security officers in Georgian football**

The club performing in the top national football league is obliged to have a security officer.

Article 33 of club licensing provision of GFF “Security Officer” defines:

Qualified security officer is responsible for the security and order issues, as well as on sport justice matters in the club. The security officer fulfills contact management function with sport justice authority.

The security officer shall have minimum one following qualification:

- The certificate of policeman or law enforcement personnel issued under the Georgian legislation

- Diploma of security and order protection, which is issued by GFFor after special course held by the state-recognized organization.
- The recognition of competence” issued by GFF on the basis of at least one year experience in security issues at the stadium.
- Football Federation of Georgia ensures retraining of football clubs’ security officers.

### **3.6. Volunteers at sport events**

There is no “STEWARDS” institute in Georgia and consequently no relevant legislation on stewarding at sport events. The organizers of sport events employ volunteer service. The volunteers aren’t part of any system or mechanism. As a rule, the organizer of sport event recruits volunteers if there is necessity to deal with different stuff on the ground. In this case, young people are mainly selected as volunteers (18-25 age). The selection of the volunteers takes place according to their biography and résumé. Basically, the main task of volunteers at football matches is to guide spectators inside the stadium.

### **3.7. Fans and the Georgian Football Federation’s policy toward spectators**

One of the obligatory requirements of the GFF represents existence of Fans Liaison Officers in the clubs performing at the top national league. To this effect, Article 35 is formed about officers for liaison with fans in the GFF club licensing provision. These officers act and carry out the obligations established by the GFF that is reflected in their positional instruction. It is generally accepted, the representative of fans is appointed as officers for liaison with fans. They shall do their best to increase the number of fans and their attendance at the matches.

As well as they shall ensure proper communication between fans, police and managers from the initial stage. They shall represent the interest of the fans at the time of communicating with the police and when relating with the fans - interest of police and the manager.

They subject to the club’s leadership and take obligation towards them. The general requirements and commitments of Fans Liaison Officer when there is no match (among them):

- Manage information between fans and clubs;
- Establish relationship with various fan groups, other OLF, Football Federation, league, police and others;
- Manage the database of fans and control update of fans section of club website;
- Organize meetings with participation of fans and club representatives. Also, with representatives of other organizations (police, managers, public transport companies, local authority and so on.) with the aim to improve understanding each other’s viewpoints and roles and to arrange a dialogue between different parties.
- Submit reports to GFF after match in an established form and within specified time frame;
- Shall keep contact with police and managers, attend meetings prior to match concerning security issues and if necessary share information;

- Organize collective journey of fans through the help of club travel agency or appointed representative or in case of nonexistence of this on his/her initiative and by the help of the club leadership;
- Agree activities of fans with respective organizations, marketing service and organizational group of the stadium and familiarize security officer with the case;
- Other.

Notwithstanding of GFF efforts to promote development of fan clubs, the system of fan groups of football clubs aren't developed properly in Georgia. One of the main reasons of this is lack of financial and material resources.

Today among the fan-groups of the football clubs performing at the top national league are the following:

- City Tbilisi, Fan Club of "Dinamo"– "**Gladiatorebi**" approximately 250 registered fans are enrolled;
- City Kutaisi, "Torpedo" fan club – "**Junglebi**" app. 150 registered fans;
- City Zestafoni, "Zestafoni" fan club – "**Zestafoni**" app. 100 fans;
- City Gori, "Dila" fan club – "**Lomkacebi**" app. 100 fans.

Fun-club of the National Football Team of Georgia "**Jvarosnebi**" should be also mentioned. This club include approximately 250 active fans.

Furthermore, there is Georgian sport fan club "**Komagebi**" (Supporters). According to the number of fans this is the biggest fan club. Fan club members are active supporters of Georgia's national teams (in every sport activity) performing on any level. Approximately, there are 600 fans united in this club

### **3.8. Prevention of racism and discrimination**

The draft law "on Elimination of All Forms of Discrimination" is being considered in Georgia. According to the current information, adoption of this law is expected by the end of 2014.

The mentioned draft law embraces all forms of discrimination, including racial. According to the project the specialized institute is set up, which will be entitled to properly response to all forms of discrimination. The draft law applies to all spheres, among them sport.



## **Law of Georgia on Sport**

The Law of Georgia on Sport sets the overall legal, social, economic and organizational basis for the sports activities conducting on the territory of Georgia.

Sport in Georgia is considered to be as the most important national activity and its development is supported.

Sport in Georgia is based on universal humanistic and cultural values, historical experiences and the centuries-old traditions of the people of Georgia.

### **Chapter I**

#### **General Provisions**

Article 1. Georgian legislation in the field of sport, its goals and objectives

1. Georgian legislation in the field of sport is based on the Constitution of Georgia, the Constitutions of Georgian Autonomous Republics of Adjara and Abkhazia, this Law, other Legislative Acts and International Treaties.

2. Georgian legislation in the field of sports serves the involvement of people in the fields of sports, healthcare of citizens, patriotism, striving for humanism education, preparation for labour and homeland defense, extension of human life and achievement of high-quality sport results.

3. The goals of Georgian legislation in the field of sports are the following:

- a) Involvement of people in the fields of sports;
- b) Formation of mentally and physically harmoniously developed personality;
- c) Provision and protection of the constitutional implementation of Georgian citizens' participation in the field of sports;
- d) Determination of the competence of governing bodies of central and local government in the field of sports;
- e) Ensuring the legislative guarantees for independent operation of the State, public and other non-governmental sports organizations;
- f) Determination of rights and duties and the responsibility of physical and legal entities in the fields of sports and regulation of relations between them;
- g) Introduction of scientific and technical achievements in the fields of sports.

Article 2. The basic principles of the state policy in the field of sports

The basic principles of the state policy in the field of sports are:

- a) Ensuring of universality and accessibility;
- b) Protection and strengthening of sports traditions, continuation of generational succession and sports development;
- c) Democratic nature of management;
- d) Strengthening of material and technical base, development of sports industry;
- e) Respect of the common values.

Article 3. The state guarantees of the citizens' rights in the field of sports

1. The State ensures citizens' rights of sport training and activity via creation appropriate social-economic conditions.

2. The State ensures appropriate aid and benefits to pensioners, orphans, poor families and people with disabilities involved in sport.

3. The State ensures development of national types of sports in the rural areas, creates the necessary conditions for people to get involved in sports and pays special attention to the villages of the mountainous regions.

4. The citizen of Georgia (the athlete, coach, referee and other employee in the fields of sports) has the right to be employed in amateur and professional sports both in Georgia and abroad.

5. The citizen of the other country or stateless person conducts sports activities in Georgia on the basis of a contract or agreement under the legislation.

6. The use of sports activities or achievements in sports for the illegal purposes is inadmissible.

## **Chapter II**

### **State agencies for sport management**

#### Article 4. Sport management (*01.07.2004 N 310*)

1. The main directions and priorities of the state policy in the field of sports are defined by the Parliament of Georgia.

2. The State governing body in the field of sport is the Ministry of Culture, Monument Protection and Sport of Georgia and its authority in this field is defined by this Law, other legislative and normative acts and the regulations of the Ministry.

3. In the Autonomous Republics of Adjara and Abkhazia the state policy in the field of sports is carried out by the relevant government agencies of Adjara and Abkhazia.

#### Article 5. Competence of the Ministry of Culture, Monument Protection and Sport of Georgia in the fields of sports (*01.07.2004 N 310*)

Competences of the Ministry of Culture, Monument Protection and Sport of Georgia in the fields of sports are:

- a) Elaboration and implementation of the main directions for the sports development;
- b) Working out the State programs for involvement of people in the fields of sports, and sports development;
- c) Determination of priority types of sports;
- d) Promotion of material-technical base creation for the institutions of the Ministry designed for the sports development;
- e) Promotion of creation of Public and other non-governmental organizations;
- f) Coordination of teaching, distribution and training of the personnel; certification and identification of the professional level of sportsmen;
- g) Scientific-methodological support in the fields of sports; organizing the publication of scientific, educational and sports popular literature;
- h) State standards for sports funding;
- i) Ensuring incentives, State bonuses and awards for the athletes, specialists and other sports professionals.

j) In case of flagrant violations of the basic principles of state policy and the laws in the field of sports by the National Sport Federations of Georgia, cease the authority of the Heads of this Federations and the registering body as well until the invitation of the extraordinary meeting.

#### Article 6. Sport management in the Autonomous Republics of Adjara and Abkhazia

Sport management in the Autonomous Republics of Adjara and Abkhazia is carried out via Constitution of Georgia, Constitutions of Georgian Autonomous Republics of Adjara and Abkhazia, this Law, other Legislative Acts and International Treaties.

#### Article 7. Competence of local government bodies in the fields of sports (01.07.2004 N 310)

The fields of sports at a local level, except those issues which fall under the competence of the Ministry of Culture, Monument Protection and Sport of Georgia, the National Olympic Committee and National Sports Federations, are governed by the local governmental bodies.

### **Chapter III**

#### **Public and other non-governmental sports organizations**

#### Article 8. Public and other non-governmental sports organizations

1. Public and other non-governmental sports organization is the sports federation, association, club or other society, which aims the sports development.

2. The State promotes the development of the assets of public and other non-governmental sports organizations and attracts them in the sports management activity.

3. If necessary, the Ministry of Culture, Monument Protection and Sport of Georgia, within its competence, may transfer the certain powers to the public and other non-governmental sports organizations and oversee their implementation. (01.07.2004 N 310)

4. While conducting their activities, public and other non-governmental sports organizations are guided by this law and other normative acts in force.

#### Article 9. The Georgian National Olympic Committee (GEONOC)

1. Georgian National Olympic Committee (GEONOC) is an independent public organization which coordinates the Olympic Movement in Georgia. GEONOC is the legal entity.

2. GEONOC is guided by Georgian legislation, this law, the Olympic Charter and its own regulations.

3. In the International Olympic Committee, in the events organized by him, including in the Olympic Games, Georgia is represented by the National Olympic Committee only, as the representative of the International Olympic Committee.

4. GEONOC has its own symbols and only he has the right to the use these symbols.

5. GEONOC cooperates with the Ministry of Culture, Monument Protection and Sports of Georgia and the National Sports Federations of Georgia on the basis of bilateral agreements. (01.07.2004 N 310)

6. GEONOC participates in the process of preparation and provision of the teams for the Olympic Games.

#### Article 10. The National Sports Federation of Georgia

1. The National Sports Federation of Georgia is a public union, which guides the development of the relevant type of sport in the country. It conducts its activities according to this law, International Sports Federations and its own regulations as well. The National Sports Federation is the only governing body in the respective field of sport and is responsible for its development.

2. The National Sports Federation of Georgia represents the relevant type of sports both in the country and abroad; it shares the principles of the Olympic movement.

3. The status of the National Sports Federation of Georgia is assigned to the union, whose constitutive documents meet the requirements of Georgian legislation and the relevant International Federation.

4. The National Sports Federation of Georgia is a legal entity.

5. The authority of the National Sports Federation, within its competence, shall apply to the whole territory of Georgia.

6. The National Sports Federation fulfills the State order and cooperates with the Ministry of Culture, Monument Protection and Sport of Georgia on the basis of the agreement. *(01.07.2004 N 310)*

7. The National Sports Federation in the relevant fields of Sports forms the national team, presents it to the international organizations and the sports competitions;

8. The National Sports Federation has the right to be engaged in the activity, which is not prohibited by applicable law. The Federation, within its competence, promotes the establishment and operation of sports societies, associations, clubs, schools and other organizations.

#### Article 11. Sports Club

1. Sports club conducts its activities in accordance with this law, applicable legislation and its own regulations.

2. Sports club is a legal entity.

3. Sports club status is granted to those organizations whose constitutive documents meet the requirements of Georgian legislation and the relevant National Sports Federation.

4. Predominant right of Sports Club guidance is to present its members to a transfer with the consent of the relevant National Sports Federation.

## Chapter IV

### Mass Sport

#### Article 12. Sport in pre-school and educational institutions

1. Protection and strengthening of healthcare, physical education and development, formation of a healthy lifestyle is one of the main objectives of pre-school children and educational institutions.

2. On the basis of State educational programs and physical education standards, the educational institution, taking into consideration local conditions and the students' interests, determines independently the forms, methods and duration (not less than 4 hours a week) of the classes for the physical education.

3. The classes for physically unhealthy person are conducted in the framework of the rehabilitation.

4. In all educational institutions, regardless of profiles and forms of ownership, sport is included in the joint training program, which is approved by the Ministry of Education and Science of Georgia with the agreement to the Ministry of Culture, Monument Protection and Sport of Georgia. *(01.07.2004 N 310)*

#### Article 13. Of-school recreation and sports institutions

1. Sports schools, clubs, sections and other of-school institutions, which operate on the State, cooperative, public or other basis, are bound to attract children and young people and involve them in fitness and sports classes.

2. Of-school recreational and sporting activities are coordinated by the Ministry of Culture, Monument Protection and Sports of Georgia and the relevant local government authorities. Local authorities are obliged to ensure creation and operation of the of-school recreational and sports institutions. *(01.07.2004 N 310)*

#### Article 14. Sports in labor recruitment areas

Production – In the institutions, organizations and the other areas of recruitment, regardless of the form of ownership, the administration is responsible to ensure proper conditions for its employees to conduct their rights in sports, which include prophylaxis and restorative classes in the working process and after work, mass/sports and recreational activities.

#### Article 15. Sports for disabled people

1. Training of disabled people in sports is the integral part of their rehabilitation and social and labor adaptation.

2. The relevant agencies for sports, health, education and social security as well as disabled people organizations have responsibility to organize sports trainings in continuous system, training of the personnel, methodological support and medical control.

3. The executive bodies of State Authority, regional and local governmental agencies, clubs and centers provide disabled people with the special equipment and facilitate their participation in sports competitions.

4. Recreational and sporting activities for disabled people are financed and the funds for construction of sports bases are allocated from the State and local government, as well as the private sector budgets.

#### Article 16. Sports training for soldiers and the personnel of the Ministries of Interior and Security and Special Service of State Security

1. The programs for sports training for soldiers and the personnel of the Ministries of Interior and Security and Special Service of State Security are defined by the relevant agencies with the agreement to the Ministry of Culture, Monument Protection and Sport of Georgia. (01.07.2004 N 310)

2. Military commanders and the Heads of Divisions of the Ministries of Interior and Security and Special Service of State Security are required to create the necessary conditions for carrying out the trainings in the military types of sports and for involvement of the military servants and personnel of the Ministries of Interior and Security and Special Service of State Security in it.

#### Article 17. Involvement of healthcare organizations and institutions in the sports development

Healthcare organizations and institutions:

a) Within their competence they use the sport as a mean of physical rehabilitation and disease prevention;

b) Carry out medical supervision on members of the sports section, on a contractual basis provide medical care of Georgian national and other teams;

c) Organize and implement healthcare professionals' training and improvement of qualifications in those main components of sports medicine and rehabilitation which are used for the treatment and prevention of diseases;

d) Create a sports medicine and rehabilitation centers (dispensary), a diagnostic consultation places and cabinets, which provide population with the appropriate services, equip them with the necessary medical tools and apparatus;

e) Sports training and competition can be conducted in an ecologically and hygienic clean environment.

#### Article 18. Certain categories of sports activities of the citizens (9.03.2010 N 2720 shall come into effect from October 1, 2010)

Administration of the detention/deprivation of liberty establishment usually provides control of the health status of people placed in such establishments, conducts the necessary sports-recreational activities and provides conditions for sports-recreational trainings through

the relevant inventory and equipment according to the regulations of detention/deprivation of liberty establishment.

## **Chapter V**

### **Supreme achievements sport**

Article 19. Supreme achievements sport, preparation of highly qualified athletes

1. Supreme achievements sport is the area which promotes sports athlete to display maximally his abilities and achieve remarkable results. For this purpose, the State creates all the necessary conditions.

2. In order to prepare highly qualified athletes, specialized institutions are established and their structure and status are defined by the Ministry of Culture, Monument Protection and Sports of Georgia and the relevant National Sports Federation. *(01.07.2004 N 310)*

3. State order concerning the preparation of highly qualified athletes is concluded via contract with the relevant National Sports Federations or the other sports organizations.

4. Training of the athletes enrolled in Georgian national team is carried out on the basis of the request of the Ministry of Culture, Monument Protection and Sport of Georgia, through the sources allocated from the State budget. *(01.07.2004 N 310)*

Article 20. Georgian National Teams

1. Georgian National Teams are prepared and comprised by the National Sports Federations.

2. Georgian National team member may participate in any sports competition with the consent of the relevant National Sports Federation.

3. Citizen of Georgia does not have the right to participate in competitions on behalf of the national team of the other country. Foreign citizen or a stateless person is not able to compete on behalf of Georgian National Team.

4. In case of the consent of the International Federation of the relevant type of sport, foreign citizen, having the status of the compatriot living abroad, has the right to participate in sports competitions, in the national teams on behalf of Georgia. *(24.11.2011. N5306 shall enter into effect from March 1, 2012)*

Article 21. Athlete, a professional athlete and a professional career in sport

1. Athlete is a person who follows a sport and participates in competitions.

2. Athlete, for whom the sport is the main source of income, is a professional.

3. "Athlete" – is a profession.

4. Professional activity (training and participation in competition) of the athlete, coach, referee, and other specialists, which is the main source of their income, is carried out according to the Labor Law.

5. People employed in sport, as a rule, work on the basis of individual employment contract.

6. The contract of the athlete shall be signed and other forms of the agreement shall be established, conditions for sports activities and for participation in competitions on professional basis shall be determined by the legislation of Georgia, regulations of the International Sports Organizations, and other legal documents.

7. Employment contract, which is signed by the professional athlete, together with the provisions regarding the participation in sports and competitions shall contain the terms concerning the health and life insurance;

8. Professional sports leagues (association, club, etc.), and other professional sports organizations is formed and operates in accordance with the legislation.

Article 22. Social protection of the athlete and sports specialist

1. State and the relevant sports organization shall provide athletes, sports specialists and other personnel with social protection. The relevant legislation is applied towards them.
2. The right to pension is obtained by the professional athlete in the terms and amount that is stipulated by the legislation on employees working in the difficult labor conditions.
3. The legislation on Social Security applies to athlete who got trauma, occupational injury of became disabled while participation in competition, training or other sports events.

## **Chapter VI**

### **Ensuring financial, material-technical and human resources for sport, Sport incentives**

#### Article 23. Sport funding

1. The State shall promote and assist the development of sport and provides budgetary funding for this purpose.
2. The funds allocated for the development of the sport is reflected in a State and local budgets with a separate article.
3. On the basis of proposals of sports organizations, State funds for the fields of sports are distributed by the Ministry of Culture, Monument Protection and Sports and the relevant local authorities. *(01.07.2004 N 310)*
4. The following shall apply for the sports funding as well:
  - a) Contributions of State, private and public organizations, institutions and individuals as well;
  - b) Revenue from their sport, agricultural and commercial, advertising, and brokerage activities;
  - c) Funds received from sponsors and other kinds of assistance.
5. Funds received from non-budgetary sources shall make no influence on the amount of the allocations of State budget for sports;
6. The state budget funds allocated for the development of sports is distributed among the Ministries and the Agencies by the Ministry of Finance of Georgia, by the proposal of the Ministry of Culture, Monument Protection and Sport of Georgia. *(01.07.2004 N 310)*
7. In support of the trainings of the national teams and for participation of Georgian sports delegations in the Olympic Games, World and European Championships, Cups tournaments, Universiades, and other international events, and for the prizes for the winners, the State allocates special funds from the state budget.
8. Inappropriate use of sport-targeted budgetary and non-budgetary contributions is forbidden. They shall be used for the sports development only.
9. The state promotes sports development via expansion of sports material-technical base, adequate funding, grants and ethical and material incentives for the professionals in this field.

#### Article 24. Material-technical support of sports

1. Material-technical base of sports includes all kinds of sports and sports-recreational facilities, sport equipment, inventory, equipment and other property, which is suitable for sports and sports-recreational activities.
2. Sports base is a facility, which aims the athletes training and involvement of people in the fields of sports or which meets the requirements for athletic competitions.
3. Land allocation procedures, where the sports bases are placed, are stipulated by the relevant legislation.
4. It is prohibited to:
  - a) Change the purpose of the sports base without the consent of the Ministry of Culture, Monument Protection and Sport of Georgia as well as the relevant local authorities;

b) Construction or renovation of pre-school and school facilities without taking into consideration the sports facilities;

c) Liquidation of sports facilities or alteration of their profile until the exploitation of substitute or equal facilities. *(01.07.2004 N 310)*

5. The Ministry of Culture, Monument Protection and Sport of Georgia monitors the proper use of State sports facilities. *(01.07.2004 N 310)*

6. Preferential rights of training over the State sports bases are allowed to the national teams.

#### Article 25. Training of the experts in the field of sports and staff support

1. The state provides preparation, training and capacity building for the personnel in the field of sport.

2. Sports professionals are trained in educational institutions. The purpose of these institutions shall be the development of mass and high achievement sports, fitness and prophylactic and therapeutic profile.

3. State agencies for sport, education and health shall establish demand for sport and fitness profile specialists. Preparation and training of specialists, including personnel working with people with disabilities shall be imposed on duly accredited educational institutions.

4. Rights to teaching, education and training as well as recreational activities are allowed only to citizen having special education and individuals who have an accredited university degree.

5. The athlete passes a mandatory certification to be employed in the fields of sports as a specialist, according to the rules stipulated by the Ministry of Culture, Monument Protection and Sport of Georgia and the relevant National Sports Federation. *(01.07.2004 N 310)*

6. The Ministry of Culture, Monument Protection and Sport of Georgia together with the Ministry of Education and Science of Georgia and the Ministry of Labour, Health and Social Affairs of Georgia carries out scientific provision of State programs for sports development with the assistance of leading scientific research centers, highest educational institutions and scientific-research institutes. *(01.07.2004 N 310)*

#### Article 26. Titles in sport, awards and sport symbols

1. Distinctive sign shows the qualification of the athlete and the referee. Medal and badge shows the achievements of the athlete, coach, and other specialist of sports fields.

2. The Ministry of Culture, Monument Protection and Sport of Georgia approves the honorary titles in the fields of sports and determines the sports awards list for the winners and record holders of the international and national championships. *(01.07.2004 N 310)*

3. For the outstanding contribution and sport achievements, the athletes, coaches and other employees of sports are nominated for the State prizes and awards by the Ministry of Culture, Monument Protection and Sport of Georgia. *(01.07.2004 N 310)*

4. The use of sports symbols (public sports organizations, sports institutions and organizations emblems and official signs, international and other sports competitions emblems and official signs, etc.) is determined by the legislation.

#### Article 27. Prohibited means in sport

While serving in the field of sports and for the purpose of achievement of high results of athletes, it is forbidden to use such methods and stimulating means which are prohibited by the Georgian legislation, regulations of the national sports federations and international sports organizations and other legal acts. A person who knowingly facilitates the use of such means shall be held responsible according to the Georgian legislation.



Articla 28. Liability for violation of the Law of Georgia on Sport  
Infringement of the requirements of this Law shall subject to the liability according to  
the Georgian legislation.

The President of Georgia

*Eduard Shevardnadze*

Tbilisi,  
September 20, 1996  
N 400 - I

**Annex N2****Article 22. Frisk and examination**

1. Frisk of a person means running a hand or a special device only on outer clothing of the person subjected to examination.
2. In order to conduct frisk, police officer is authorized to stop a person within the framework of carrying out preventive measure, if:
  - a) There are reasonable grounds to believe that he/she has an item, the transfer of which is restricted or which endangers his/her or other's life and health;
  - b) A person is within 20 meters distance from the object or the territory subjected to the special regime supervision according to the Article 23 of this Law.
  - c) There is a reasonable ground to believe that in the place where the person is present, persons staying illegally on the territory of Georgia as well as wanted persons are assembled or there is a possibility of an offence to be committed.
3. Frisk is conducted by a police officer of the same sex. In cases of urgent necessity, frisk might be conducted by any employee of the police only by using special devices or means.
4. Police is authorized to examine an item or a vehicle within the framework of his/her preventive powers, if:
  - a) The person, upon whom frisk is conducted, is a proprietor of this item or vehicle;
  - b) There are reasonable grounds to believe that the person, who is in this vehicle, is an offender or is unlawfully deprived of liberty;
  - c) There are reasonable grounds to believe that the item, which is to be seized, is in this vehicle;
  - d) There are reasonable grounds to believe that the item or vehicle is where crime is likely to be committed, and it is necessary to carry out examination to prevent its commission.
5. Examination of an item or a vehicle is conducted in the form of visual examination, and, in case of a vehicle, examination also includes visual examination of a lorry.
6. Actual proprietor of an item or vehicle or his/her family member shall attend the examination of the item or vehicle.
7. Employee of the police is obliged to present the document of his/her official authorization to a person, as well as to inform him/her about his/her right to appeal the legality of the measure.
8. The duration of the stop of a person shall not exceed 30 minutes from the moment of stopping a person.
9. While conducting the measure prescribed by this Article, a police officer draws up a record, which is signed by the police officer drawing up the record and the addressee of the record. If the addressee of the measure is absent during the examination of a vehicle or an

item a record is signed by his/her family member. In case of absence of the family member of measure addressee the record is signed by his/her neighbour. The addressees of the measure and factual circumstances shall be indicated in the record. A special note shall be made in the record if the addressee of the measure refuses to sign it. The person authorized to sign a record can make a note to the record followed by his/her signature. If it is impossible to identify the owner of the item subjected to the examination, the police officer shall conduct the activity prescribed by this Article without participation of the persons determined by this paragraph.

10. If the necessity of the search and seizure occurs during the frisk, the police officer shall conduct search in accordance with the rule prescribed by the Criminal Procedural Code of Georgia.

### **Article 23. Special Inspection**

1. Special inspection, as a preventive measure, means examination of a person, item or vehicle at the special regime territory or object, that is necessary to find an item, as well as to identify an item. The list of the objects and territories subjected to the special regime supervision is determined by the government of Georgia.

2. Within its competence, the police carries out a special inspection of a person, as a preventive measure, only in cases when:

- a) there are reasonable grounds to believe that person is carrying an item, possession of which is an offence or a violation of the established rule at the special regime territory or object;
- b) it is necessary to identify the person in a helpless condition;
- c) person is undergoing control at the border crossing point in accordance with the rules established by the legislation.

3. Special inspection of a person shall be carried out by a police officer of the same sex, except in certain cases when the inspection of a person by the police officer of the same sex requires special efforts; The inspection of a person by different sex police officer shall be carried out only by using special devices or means.

4. Within its competence, the police carries out a special inspection of an item or vehicle, as a preventive measure, only in cases prescribed by the Article 22 (4) of this law.

5. The inspection and examination of a vessel shall be carried out in order to:

- a) establish the flag state;
- b) inspect the crew and passengers of a vessel;
- c) establish the compliance of ship safety, navigation means, environmental protection and living conditions with international standards.

6. Actual owner of an item or vehicle has a right to attend a special inspection of item and vehicle. In the absence of actual owner or his/her family member.

7. Police officer shall explain a person his/her right to challenge the legality of the measure in the cases prescribed by the paragraphs 4 and 5 of this Article.

8. If the necessity of the search and seizure occurs during the special examination, the police officer shall conduct search in accordance with the rule prescribed by the Criminal Procedural Code of Georgia.

**Article 25. Request to leave the territory and prohibition of entry to specific territory**

1. Police is authorized to request a person to leave a certain territory for set period of time or prohibit his/her entry to a specific territory, if it is necessary for preventing threat.
2. The limitation envisaged by the paragraph 1 of this Article can carry on until the threat is eliminated.
3. The application of the measure prescribed by this Article shall not restrict the right of a person to access his/her place of residence for a long period of time.

GFF Disciplinary Code. Table of penalties on disciplinary violation, 2013-14

<b>paragraph</b>	<b>Disciplinary violation</b>	<b>Article of the Code</b>	<b>Supreme League Cup Tournament</b>
1	Appearance of an unofficial person on the pitch	Article 93, paragraph 1	1000 Gel (≈ 400 Euro)
2	Aggressive behaviour of the player or official member of the club towards rival and /or other person who isn't considered official of the match	Article 98, paragraph 4	500 Gel (≈ 200 Euro)
3	Physical insult to rival or other unofficial persons by the player or club official member	Article 98, paragraph 9	1500 Gel (≈ 600 Euro)
4	Insulting behaviour of the player or club official member towards rival/and other unofficial persons of the match	Article 98, article 11	400 Gel (≈ 165 Euro)
5	Fight with participation of players and club officials	Article 101, paragraph 1	1000 Gel (≈ 400 Euro)
6	Mass fight	Article 101, paragraph 2	2000 Gel (≈ 800 Euro)
7	Provocative behaviour of players and club official members, who create danger of disorder at the stadium	Article 104, paragraph 1	500 Gel (≈ 200 Euro)
8	Unfulfillment of ensuring safety and public order at the stadium by host club	Article 105, paragraph 1	5000 Gel (≈ 2000 Euro)
9	Unfulfillment of ensuring safety and public order at the stadium by host club that entailed serious result	article 105, paragraph 2	10000 Gel (≈ 4150 Euro)
10	The absence of a representative of the club at the meeting held before the match	Article 107	First violation 200 Gel (≈ 83 Euro), Repeated violation at other match - 400 Gel (≈ 165 Euro)
11	The use of pyrotechnic items at the stadium by the spectator	Article 115, paragraph 1	1000 Gel (≈ 400 Euro)
12	Throwing of pyrotechnic items to the stadium, playground and in the vicinity of playground by the spectators	Article 115, paragraph 2	1500 Gel (≈ 600 Euro)
13	Hit of pyrotechnic items on the players, fans, officials of the match and the club	Article 115,	2500 Gel (≈ 1040 Euro)

	thrown by the spectators at the stadium	paragraph 3	
14	Disorders at the stadium	Article 116	3000 Gel (≈ 1250 Euro)
15	Demonstrating banners, posters, and other products containing insulting or inappropriate vocabulary at the stadium by the spectators	Article 117	1000 Gel (≈ 400 Euro)
16	Illegal behaviour of spectators	Article 118	2000 Gel (≈ 830 Euro)
17	Insult of a person in terms of race, skin, colour, language, religion or origin by the player of club official member	Article 122, paragraph 1	First violation 5000 Gel (≈ 2000 Euro), repeated violation at other match - 10000 Gel (≈ 4160 Euro)
18	Insult of a person in terms of race, skin, colour, language, religion or origin by the spectator	Article 122, paragraph 2	First violation 5000 Gel (≈ 2000 Euro), repeated violation at other match - 10000 Gel (≈ 4160 Euro)
19	Public demonstration of Nazi symbols or other similar symbols, also banners and posters with racial or discriminative nature by the spectator	Article 122, paragraph 3	First violation 7000 Gel (≈ 2900 Euro), repeated violation at other match - 15000 Gel (≈ 6250 Euro)