

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 Slovakia
7-8 November 2014**

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

**Adopted without comments by the Standing Committee at
its 41st meeting on 10-11 December 2015**

**REPORT OF THE CONSULTATIVE
VISIT TO SLOVAKIA (November 2014)**

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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 consultative visit recommendations, designed to assist and be completed by the Slovak 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 Slovak authorities in making football stadia (and other sports venues) safe, secure and welcoming for all spectators.

A2 Purpose of the Visit

In a official request of 7 March 2014 for a consultative visit, the Director General for Sport & Youth (Ladislav Cambal) outlined the expectation that the purpose of the visit would centre on "monitoring the current situation regarding spectator violence (in Slovakia), determining which areas should be improved during the process of implementation of new legal regulation, proposing the main strategic changes, defining the competencies and responsibilities of the major institutions and to help us (Slovak authorities) to create a binding implementation action plan".

It was further explained that the authorities in Slovakia had introduced new legislation on the organisation of public sports events, which came into force on 1st February 2014, and had created a national working group of nominated experts from each stakeholder group to focus on implementation of the 1985 European Convention on Spectator Violence and Misbehaviour at Sports Events, in particular at Football Matches.

The Chairman of the Standing Committee subsequently explained that the 1985 Convention, and associated Recommendations, were in the process of being revised to reflect the key principles and established good practices that had been developed over the previous decade and that the focus of the new documentation and the consultative visit would be on the importance of developing and implementing an integrated approach to safety, security and service in respect of football events, and where appropriate, other sports events.

A consultative visit was duly arranged for the 7-8 November with Mr Peter France, Security Manager of the Slovak Football Association, nominated as the host contact person for the visit.

A.3 Supporting Documentation

Mr Peter France duly provided a National Report on 23 September 2014 containing a wide range of information and supporting documentation explaining the current legislative and other arrangements for major football and other sports events, including:

- Act No. 1/2014 on the organisation of public sports events
- Other relevant legislation
- Internal regulations of the Ministry of Interior and Slovak Football Association
- Coordination mechanism concerning safety and security (at national and local level)
- Responsibilities and competences of all stakeholders
- Police structure, especially in the field of security at sport events and football matches in particular
- Role and competences of match commanders, spotters, intelligence officers – specific training schemes
- Policy on policing football matches (inside – outside stadiums) – procedure of risk assessment
- Evidence gathering strategy
- Facts and figures on average police deployment, number and type of incidents, number of troublemakers identified, number of troublemakers sanctioned and character of the sanctions
- Facts and figures concerning stadiums: private or public ownership, safety capacity of the stadiums, average attendance
- Safety and security organisation of sport events and football matches in particular: integrated command, cooperation between clubs and police, etc.
- Tasks, competences and responsibilities of the safety officer and training
- Tasks, competences and responsibilities of the stewards and training
- Applicable rules concerning stadium inspections, licensing, safety certification
- Contingency planning – evacuation exercises, etc
- Cooperation with fire brigade and medical services
- Role and structure of fan groups

- Hospitality and service policy towards fans
- Media and communication strategy
- Preventative projects
- Policy on combating racism and other forms of discrimination

This documentation, and additional material provided thereafter, including a later version of an English translation of the key legislation Act 2014/1, was of great assistance, not least in terms of setting out the legislative, regulatory, strategic and operational framework governing the safety, security and service arrangements in connection with sports events in Slovakia, and in prompting meaningful dialogue with host representatives during the visit.

A.4 Consultative Visit 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
- Sami Megdiche, Standing Committee, delegate of France
- Ken Scott, 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, observer;
- Kenny Scott, Stadium Safety and Security, UEFA, observer; and
- David Bohannon, Chair of European Think Tank of Football Safety and Security Experts, rapporteur;

A.5 Visit Itinerary

The consultative team is extremely grateful to Peter France 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.

The visit programme comprised meetings, and detailed discussions, with the:

- Ministry of Education, Science, Research and Sport of the Slovak Republic,
- Directorate General for Sports and Youth;
- Ministry of Interior,
- Slovak Football Association,
- Slovak Ice Hockey Federation,
- Confederation of Sports Associations of the Slovak Republic,
- Police Presidium,
- Director and representatives of the Department of Extremism and Fan Violence and the NFIP

- General Prosecution Office of the Slovak Republic
- Management of the club FC Spartak Trnava in Trnava
- Management of the club MFK Ružomberok; and
- MFK Ružomberok fan club

The meetings were supplemented with visits to the Ondrej Nepela Ice Hockey Arena, the Anton Malatinský stadium (presentation of the new stadium project), observation of safety and security arrangements at the match MFK Ružomberok v FC Spartak Trnava, and a stadium inspection of the MFK Ružomberok stadium.

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 authorities in Slovakia develop and implement a strategy designed to provide a safe, secure and welcoming environment at football matches, and other sports events.

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 authorities in Slovakia take full account of European experience and established good practice in developing and delivering a customised multi-agency approach.

To assist this process, the text of the report is presented in a manner that outlines European good practice in each thematic area, provides an assessment of the current arrangements in Slovakia, and culminates with the consultative team's recommendations on the action necessary to assist the authorities in Slovakia to customise the good practices to fit national circumstances.

The consultative team is mindful in this regard that a new European Convention on an integrated approach to safety, security and service in respect of football matches and other sports events will be launched in the months ahead and that Slovakia has indicated that it will sign and ratify that Convention. Moreover, the Council of Europe will also be issuing during 2015 a Standing Committee Consolidated Recommendation containing established good practice on all aspects of the integrated approach.

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.

The consultative team fully recognise that the wide range of established European core principles, good practices and the recommendations contained in this report represent a significant number of work streams and that it may be necessary to prioritise implementation, notably in respect of:

- national co-ordination arrangements (Recommendations 1-4);
- stadium safety management arrangements (Recommendation 17);
- stadium safety personnel (Recommendations 18 and 19).

The report should be seen as an ongoing commitment on the part of the Standing Committee and UEFA to provide, on request, further advice and support in respect of all aspects of this report and its Recommendations.

Section B - Integrated Approach to Safety, Security and Service

European Good Practice

European experience and established good practice evidences the importance of adopting an integrated, multi-agency, approach to safety, security and service in connection with football (and other sports) events, both inside and outside of stadia. This was stressed during 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 and that, as a consequence, explaining the three pillars can pose challenges. However, the importance of distinguishing between the distinct but inter-related concepts of *safety* and *security* is crucial. 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 vital, therefore, for each component of any national or local strategy to be seen as being but one element of a comprehensive, multifaceted and integrated approach.

This rationale was explained in depth throughout the visit.

Current Position and Recommended Way Forward

The theoretical need for all of the key agencies, notably the football authorities and clubs, police and municipalities to work together in Slovakia was widely acknowledged during the visit and is reinforced in the primary legislation (Act 1/2014). The consultative team consider that this provides a good starting point for adopting an integrated approach.

However, the current over-emphasis on security in the legislative framework and in the planning and delivery of operations (inside and outside of stadia) is felt to provide an ongoing barrier to developing a truly integrated approach to safety, security and service, as explained above.

European experience demonstrates that the main challenge is likely to centre on raising awareness, both at policy and practitioner levels, of the need to adopt an integrated approach within all of the relevant agencies. This can take time and will require a change in ethos as well as radical refinement to current procedural arrangements. This process, needs to start at a strategic level which is 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 Good Practice

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 European good practices; and implemented effectively at international, national and local level.

That experience also evidences the need for that co-ordination to be strategic and multi-agency in character with all elements of the integrated approach taken into account. This is important as event arrangements should be based on a partnership ethos embracing safety, security and service in order to establish appropriate infrastructural, strategic and operational arrangements at a national level.

Current Position and Recommended Way Forward

The documentation provided prior to the visit ("national report") confirmed that in December 2013, the authorities in Slovakia had established an inter-ministerial co-ordination group, headed by the Minister of Interior, tasked *to eliminate racially motivated crime, extremism and fan violence*. The group, whose membership comprises representatives of an array of governmental departments, front-line agencies and other key stakeholders, including the Slovakia Football Association (SFA), has been provided with an extensive set of strategic and tactical objectives consistent with its current terms of reference.

In discussion, it was reported that the aim was develop a four year action plan setting out strategic and operational workstreams along with targets and milestones, and clarity on lead responsibility. The consultative team welcome this approach but consider that the first step should centre on reviewing the modus operandi of the inter-ministerial co-ordination group in order to: empower it with the status necessary to adopt and oversee implementation of an integrated, multi-agency approach to safety, security and service; ensure that its membership comprises representatives of all key governmental and partner agencies at an appropriately senior level to determine policy and commission work by the advisory experts group; and widen its remit and work streams to incorporate key safety and service themes.

This is important as established European experience evidences the overlapping character of safety, security and service measures and the need to adopt an integrated approach at every stage when developing and delivering strategic aims and operational arrangements designed to make football events, inside and outside of stadia, safe, secure and welcoming and to reduce associated safety and security risks.

Recommendation 1 - the authorities in Slovakia should review the status, role and remit of the inter-ministerial co-ordination group to:

- **ensure that the group is represented at a sufficiently senior level to adopt and oversee implementation of an integrated approach to safety, security and service;**
- **revisit the group's terms or reference to incorporate key safety and service considerations;**
- **commission work and recommendations by the experts group; and**
- **ensure that all matters associated with developing an integrated, multi-agency and multi-faceted approach to safety, security and service can be considered, adopted and implemented under the auspices of the inter-ministerial co-ordination group.**

Role of Advisory Experts Group

Current Position and Recommended Way Forward

The national report, and subsequent discussions, confirm that the work of the inter-ministerial co-ordination group is supplemented by a working group of experts.

The relationship and interaction between the inter-ministerial co-ordination and experts groups was not altogether clear from the national report but it was confirmed in discussions during the consultative visit that the primary function of the experts group was to develop proposals and submit recommendations to the inter-ministerial co-ordination group. This is appropriate though the experts group should also be tasked to consider in depth and propose recommendations on strategic imperatives identified by the high level inter-ministerial co-ordination group.

To fulfil this remit effectively, the consultative team consider that it will also be necessary to review the remit of the experts group to ensure that its terms of reference and modus operandi are sufficiently flexible to enable the inter-ministerial co-ordination group to commission a wide and diverse range of additional work streams.

In terms of the structure of the experts group, chairmanship of the group rests with the Director of extremism and spectator violence of the Criminal Police Office of the Police Presidium. This is clearly consistent with the group's current remit, and may well be appropriate for dealing with a wider agenda, but membership of the experts group, as reported in the national report, appears to primarily comprise policing and other bodies with lead responsibility for preventing and countering extremism and violence.

However, as stressed throughout this consultative report, there is a need for the experts group to undertake a range of work streams that may impact on the security dynamic, but which are fundamentally focused on safety and service related themes.

Recommendation 2 - the inter-ministerial co-ordination group should consider the terms of reference and structure of the experts group to ensure that its membership and operating arrangements are sufficiently broad to pursue work commissioned by the inter-ministerial co-ordination group and otherwise examine and make recommendations on all matters relevant to adopting an integrated approach to safety, security and service.

Ultimate Responsibility

European Good Practice

European experience evidences the importance of unanimity of purpose and a clear multi-agency partnership ethos. However, it also demonstrates the need for clarity in respect of lead governmental and other responsibility, especially in circumstances where the key authorities and agencies do not share an agreed view on the way forward.

Current Position and Recommended Way Forward

The national report and subsequent discussions confirmed that the Ministry of Interior has the lead role in the national co-ordination structure. This is consistent with widespread European practice and is especially appropriate in respect of the current focus on extremism and security. However if, as is strongly recommended, national co-ordination is extended to embrace key safety and service considerations, inside and outside of stadia, then the issue of lead responsibility may become less clear as such matters may fall under other ministerial portfolios, like the Ministry of Education, Science, Research and Sport.

The consultative team, therefore, consider that it would be prudent for the authorities in Slovakia to consider and clarify who is responsible for determining a way forward in the event of the inter-ministerial co-ordination group being unable to reach an agreed position on any potentially fundamental issue. In many countries this over-arching responsibility rests with the Minister of Interior but that is a matter for the Government in Slovakia to determine. What is crucial, however, is that to avoid any uncertainty, the ultimate authority for decision making is made clear in the group's terms of reference.

Recommendation 3 - the authorities in Slovakia should ensure that the role, remit and terms of reference of the inter-ministerial co-ordination group should designate the Ministry of Interior with ultimate authority for determining the way forward, or set out alternative arrangements, in respect of matters on which stakeholders cannot agree.

Strategy Document

European Good Practice

European experience demonstrates that the components of an integrated approach to safety, security and service should also be documented in a medium and long term multi-agency strategy. The strategy document should incorporate an explanation of designated aims and aspirations and be cascaded to all stakeholders at national and local level. This is important as front line practitioners need to know what is proposed and why, and be afforded opportunity to contribute to the consultative process. Periodic and open consultation with supporter groups and other stakeholders can also increase transparency and enhance awareness of intent. This can be crucial as it will provide opportunity to explain the content and intent of proposed measures, stress their positive character, and help avoid misinterpretation and ill-informed opposition.

Current Position and Recommended Way Forward

The proposal to develop a four year action plan, setting out all relevant work streams, along with an indication of lead responsibility for each component and projected timescales for development and implementation, is welcomed by the consultative team. To assist this process, an Action Plan accompanies this report.

The consultative team, therefore, recommends that the inter-ministerial co-ordination group develop a comprehensive integrated strategy document which should 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.

Recommendation 4 - the inter-ministerial co-ordination group should commission the preparation of a national strategy document setting out and explaining to all operational personnel, spectators and the wider community the key measures necessary to deliver an integrated approach to safety, security and service and enhancing the football experience for all concerned.

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

European Good Practice

European experience demonstrates that the comprehensive collation and analysis of core information on matters like match attendances, number and character of incidents (inside and outside of stadia), police response, number of arrests, and judicial or administrative outcome is crucial to the development of a clear understanding of the safety and security dynamic and a pre-requisite to: designing and implementing effective preventative and counter measures; identifying emerging challenges; assessing the impact of counter measures; and providing a firm basis for determining risk.

Current Position and Recommended Way Forward

It is well documented that prior to the consultative visit, Slovakia experienced a high profile incident of violence, discriminatory behaviour and the use of pyrotechnics at the Europa League match on 23 October between ŠK Slovan Bratislava and AC Sparta Praha of the Czech Republic which was categorised by UEFA as a serious incident.

During the visit, discussions with governmental officials, police representatives and football authorities alike highlighted concerns regarding violence and extremist behaviour in connection with football-related events. However, perceptions varied regarding the scale and character of incidents and the threat(s) posed by risk groups.

The national report advised that information provided by MAKOP (management of proceedings concerning offences) reported 34 offences of spectator violence during the first nine months of 2014. However, that report also acknowledged that it was difficult to assess the full extent of the phenomenon, given the absence of comprehensive and authoritative data on football-related incidents, arrests, convictions and sanctions imposed as a result of a conviction.

In discussions, it was suggested that most problems occurred in the top league and involved the risk fans of four clubs in particular. It was also suggested that there were around 150 known risk fans who could possibly face the imposition of exclusion measures under the new legal arrangements.

Whilst it is important to keep the scale of the problem in perspective, given that attendances in the top league average only 2300, it is equally 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/administrative response.

The consultative team is of the view that the current absence of any systematic recording of crucial background data and other information represents a significant weakness which should be rectified in order to assist both national co-ordination and local planning and operations.

Data collection and analysis is but one of a number of policing football activities which European experience demonstrates are best undertaken by the designated National Football Information Point (NFIP) who, in accordance with established European experience and good practice, should be resourced to provide a source of expertise on all matters associated with policing domestic football matches (and other sports events if considered appropriate).

Recommendation 5 - the inter-ministerial co-ordination group, via the Ministry of Interior, should ensure that the National Football Information Point in Slovakia is staffed and equipped to gather and analyse data on all football-related (and other sports-related) misbehaviour in order to ensure that the number and type of incidents in connection with football matches are recorded along with details of any arrests, related court and administrative proceedings and sanctions imposed on convicted persons.

Section 22 Information System

European Good Practice

Across Europe, information systems or databases on offending behaviour, known risks fans, security incidents, details of banned persons etc are managed at governmental/police level, with specific access criteria for the sport authorities and clubs. This approach reflects the primary responsibility of the police to monitor compliance with exclusion measures and the subsequent behaviour of persons convicted, but not banned. Moreover, there is a direct link between any police database of offending persons and any sanctions imposed by the appropriate authorities for their misbehaviour. Furthermore, as the mandatory contact point for sharing information in respect of football matches with an international dimension, the NFIP should have immediate access to the database.

Current Position and Recommended Way Forward

However, section 22 of Act 1/2014 obliges the SFA (and the national hockey sport association) to create, manage and operate an information system containing, inter alia, personal data and other information in respect of persons who have either been banned from participating in an event (e.g. football match), convicted (or whose prosecution for such criminal offences was suspended or terminated by settlement) or who have otherwise violated

the rules of an event held at home or abroad. It is intended that the database will also include details of visiting supporters who have been subject to an administrative expulsion and prohibition of entry into Slovakia for unlawful conduct relating to an event. The provision also sets out the arrangements for recording, using and sharing the personal data concerned.

The consultative team recognise that the information system set out in section 22 is intended to include information on other categories of persons, notably stewards and the promoters and organisers of a sports events, which could reasonably be held by the SFA and their ice hockey equivalent. Moreover, it is acknowledged that during the meeting with the Ministry of Interior Police Presidium, it was reported that there was no overlap between the proposed information system and police intelligence databases.

However, in terms of football (and ice hockey) offenders, the consultative team is strongly of the view that this information should be held by the police, and that the NFIP should be staffed and resourced to manage the database on behalf of policing agencies and, where appropriate, other partner agencies.

Recommendation 6 - the inter-ministerial co-ordination group should review the information system arrangements, set out in section 22 of the 1/2014 Act, in as far as it relates to information regarding misbehaviour and associated convictions, exclusion and other sanctions imposed for offences committed in connection with a football (or other sports) event, and allocate responsibility for creating, managing and operating a database containing this information to the National Football Information Point which should be staffed and resourced to undertake the task effectively.

Information Sharing Protocols

Current Position and Recommended Way Forward

As indicated above, the consultative team is mindful that other important information on matters like match attendances, stadium ownership, stadium capacities, is already gathered by the SFA and football clubs and that this information is accessible to the police and other partner agencies.

However, the consultative team is of the view that to avoid any uncertainty, it would be desirable for the inter-ministerial co-ordination group to commission the production of a multi-agency information sharing protocol and operating arrangements setting out the policy and procedures for sharing generic information and intelligence relating to safety and security in connection with football and other sports events. The protocol should also set out the related co-operation arrangements and specify the key partners involved, notably the police, stadium safety officers, and football authorities. European experience demonstrates that such arrangements not only provide clarity to practitioners but can also help promote a multi-agency partnership ethos at both national and local levels.

Recommendation 7 - the inter-ministerial co-ordination group should commission the preparation and distribution of a co-operation and information sharing protocol setting

out the operating arrangements for sharing generic information and intelligence between the police, stadium safety officers, football authorities and clubs, and other partner agencies at both national and local level, taking into account national legislation on data protection.

C.3 Co-ordination at Local Level

European Good Practice

European experience demonstrates the importance of effective multi-agency co-ordination arrangements being established at a local level in order to achieve a safe, secure and spectator friendly environment (inside and outside of stadia) for high level football and other sports events. Such arrangements usually fall under the auspices of the municipality (or local mayor in some countries) and involve the participation of all agencies involved in the planning and delivery of the event, notably: event organiser, police, fire authority, medical services, and other relevant authorities. Stakeholders, such as disability access groups, supporter representatives and local community groups can add value to the work of the local co-ordination arrangements and should be consulted on a regular or ad hoc basis.

Each local multi-agency co-ordination group should be empowered with a clear remit and standard objectives, including ensuring that:

- the maximum safe capacity of a stadium or arena is determined and recorded using conventional design methods. Further that the capacity is not exceeded during an event, and that it is adapted to accommodate any identified safety or security risks, physical infrastructural or stadium safety management weaknesses;
- local operating arrangements (inside and outside of stadia), are comprehensive and take full account of the principles enshrined in an integrated approach to safety, security and service;
- operational strategies of local stakeholders are complementary;
- local strategies are reviewed and updated (where necessary) to reflect any refinements to the national integrated approach and post-match analysis of events connected to previous matches;
- the respective roles and responsibilities of all personnel engaged in delivery of football related operations are clear, concise and widely understood;
- multi-agency preparations clarify operational primacy;
- all safety and security personnel involved in an event are trained, equipped and assessed as competent to undertake their tasks effectively and in an appropriate manner;
- local liaison embraces all aspects of the wider integrated approach likely to impact on the match day dynamic, notably policing strategies, stadium licensing, ticketing, stewarding and other in-stadia operating arrangements; local hospitality and related activities (including community and supporter liaison); transport and other logistical factors; and crisis planning for emergency scenarios (inside and outside of stadia);

- football supporter groups and local communities and businesses, especially those located in the vicinity of football stadiums and city centre areas (where supporters are likely to gather before and after matches) are consulted and kept informed of operational strategies in public and private spaces (including in and around football stadia); and
- consideration is being given to identifying and delivering any football-related community and wider social preventative projects and otherwise promoting the active engagement of local football clubs and partner agencies within local communities.

The role of the local multi-agency co-ordination group can also be crucial in terms of the arrangements for issuing and overseeing compliance with stadium safety certification arrangements.

Current Position and Recommended Way Forward

The national report, and subsequent discussions during the consultative visit, provided an explanation of the current local multi-agency liaison arrangements in Slovakia, notably in respect of the content of relevant provisions of the 1/2014 Act, which place various obligations on the organiser, municipality and police in terms of sharing information and perspectives and otherwise co-operating in respect of determining the measures deemed necessary by one or more of the parties to protect public order and event security.

For example, the municipality (represented by a designated "supervisor") and the police are now established under the Act as key local partners in respect of the security preparations for high risk football events. The Act also requires the organiser of an event to provide an initial event risk assessment but, crucially, also empowers the municipality and/or police to initiate local co-ordination arrangements and the implementation of additional security preventative measure if they consider it appropriate or necessary.

Indeed, in the case of a football or other sports event designated as a posing a risk to public order ("risk event") by the organiser, municipality or police, section 6(3)(g) of the Act obliges the organiser to convene a multi-agency co-ordination meeting at least five days before the day of the event and on the day of the event if there are new facts to take into account.

Whilst the provisions do appear unnecessarily complicated and detailed, they do reflect widespread recognition of the need for a multi-agency approach at local level and endeavour to put in place enabling measures designed to provide a process for delivering this imperative.

However, the consultative team is of the view that focusing the co-ordination arrangements on particular events does not reflect European good practice, given the need for local stakeholders to meet on a regular basis to deliver an integrated approach (with a long term vision); clarify the event-specific functions of each agency; oversee safety certification of stadia and associated safety and security arrangements; and resolve contested or uncertain issues. More structured local liaison can also provide a basis for implementing the national strategy at a local level.

Moreover, the emphasis on security in the current local liaison arrangements is misplaced. Safety is a crucial consideration at all matches whereas security is inevitably risk based and variable in character. Moreover, the organiser is not the appropriate authority to oversee local co-ordination given that multi-agency preparations need to encompass safety and security arrangements both inside and outside of stadia.

As indicated above, in most countries, the municipality is designated with responsibility for overseeing local multi-agency co-ordination of safety, security and service measures. However, the position in Slovakia is complicated by the stadium ownership role of many municipalities (the national report cites 50% municipal ownership of stadia hosting matches in the first league and 90% in the second league). This position is by no means unique to Slovakia, but does require clear and transparent handling to avoid any suggestion or perception of a conflict of interest between the role of the municipality as stadium owner and their role in stadium safety certification and in monitoring of stadium safety arrangements. This issue may already be covered in law but, if not, clarity should be provided in the legislative, regulatory and administrative framework.

Nevertheless, the consultative team is of view that the municipality remains best placed to oversee local multi-agency co-ordination of event-related safety, security and service arrangements. It is envisaged that this could involve an expansion of the current obligation placed on municipalities under the 1/2014 Act to appoint a supervisor to undertake some local co-ordination tasks in connection with higher risk events.

European experience also evidences the need for the frequency of multi-agency local co-ordination meetings to be determined locally and structured around a comprehensive and fixed agenda with a record taken and maintained regarding all decisions. This will aid transparency to the process. It is also important for the agencies participating in the local groups to be represented at an appropriate and influential level in order to facilitate timely decision making. This should also assist in the: building of trust; sharing of potentially crucial information; improving inter-agency communications generally; and developing a partnership ethos between frontline agencies.

Recommendation 8 - the inter-ministerial co-ordination group should:

(i) establish local multi-agency co-ordination groups in towns and cities hosting football matches played under the auspices of the SFA, and other matches or sports events where appropriate;

(ii) provide the local groups with a clear remit, terms of reference and objectives covering the safety, security and service arrangements for such events, inside and outside of stadia;

(iii) oblige local municipalities to oversee the multi-agency co-ordination arrangements;
and

(iv) review the current legal, regulatory and administrative framework to ensure that no conflict of interest exists between the stadium ownership role of municipalities and their stadium safety certification and safety co-ordination roles.

Recommendation 9 - the inter-ministerial co-ordination group should consider and clarify the composition of local multi-agency co-ordination groups and ensure that all key local agencies, who play a role in making football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.

In making these recommendations, the consultative team is mindful that most stadia in Slovakia are small by European standards with a "maximum seat capacity" of around 10,000 in the first league, and that average attendances for domestic league matches are currently 2,300 in the first league and 600 in the second league.

It is also recognised that at present there is a knowledge and competence gap in respect of the need to develop a safety and spectator experience culture which are pre-requisites to the delivery of an integrated safety, security and service approach at national and local levels. The establishment of local multi-co-ordination groups will not begin to address this weakness in isolation. The arrangements, therefore, need to be accompanied by associated initiatives designed to: generate a higher level of national awareness in respect of the need for an integrated approach in which safety is accorded the top priority; the adoption of fundamental safety procedural arrangements; and the delivery of training for key personnel. These matters are pursued in Section D of this consultative report.

A further related issue pursued in Section D.1 centres on the crucial role that the local multi-agency co-ordination groups can play in respect of the ongoing redevelopment of stadia in order to ensure that safety, security and spectator considerations are prominent and built into the design and construction. This should help to lessen the current high dependency placed upon the competence of the designer and developer.

C.4 Legislative and Regulatory Framework

European Good Practice

There are wide variations in the legislative/regulatory arrangements across Europe and each country has to design its own legal frameworks in the light of associated constitutional, judicial, policing, and other national circumstances. The challenge for each country is to determine how best to achieve the desired outcomes within the constraints and opportunities presented by these and other national imperatives.

This is especially important in terms of providing a clear and comprehensive legislative and regulatory framework for implementing an integrated, multi-agency approach to safety, security and service which provides legal clarity on roles and responsibilities and empowers 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.

Current Position and Recommended Way Forward

The introduction of Act 1/2014 on the organisation of public sports events (and amendments to other existing legislation) provided Slovakia with opportunity to provide such a framework.

Whilst recognising that the provisions of the Act are comprehensive, the consultative team is of the view that the scope of the 2014 Act is too ambitious and too detailed in some areas. It would have been preferable if the Act had included enabling measures which made provision for the development of regulations setting out detailed technical arrangements. Such an approach would not only have provided the necessary legal basis for developing an integrated approach to safety, security and service, and its component parts, but also provided greater scope for refinement and adaptation in the light of experience.

The consultative team is also of the view that the provisions of the Act are disproportionately focused on security measures with relatively few references to safety. Whilst this may be inevitable in respect of criminal law provisions, the current imbalance between safety and security in the legislative framework will need to be addressed if clarity is to be provided in respect of a range of potentially crucial safety themes, like improved stadium safety certification arrangements.

The consultative team is strongly of the view that the inter-ministerial co-ordination group should broaden the remit and terms of reference of the experts group to enable the group to review the current legal and regulatory framework on a regular basis in the light of the development and delivery of the proposed Action Plan; the revised content of the (currently draft) new European Convention, and associated Council of Europe Consolidated Recommendation, on an integrated approach to safety, security and service in respect of football matches and other sports events; and international and national experience generally.

Consultation

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 will be necessary to undertake a systematic and 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.

Implementation Guidance

As indicated within this consultative report, legislative clarity and the provision of enabling powers designed to enable front line practitioners to undertake their designated functions effectively is crucial. However, this can pose challenges in terms of appropriate and proportionate application. It is desirable, therefore, for legislative empowerment to be accompanied by explanatory guidance incorporating advice 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 application of both policing and stadium safety management measures 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 awareness of intent, compliance and self-regulation among spectators generally.

Recommendation 10 - the inter-ministerial co-ordination group should keep under review all aspects of the current legislative, regulatory and administrative framework governing or impacting on 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 full account of established European good practice, notably that enshrined within the proposed new European Convention and associated Council of Europe Consolidated Recommendation on an integrated approach.

C.5 International Co-operation

Current Position and Recommended Way Forward

The consultative team welcomes the participation and positive contribution of the Slovakia representative at meetings of the Council of Europe Standing Committee. At present, Slovakia is committed to ratifying the new European Convention, once adopted, which would be a welcome development in terms of demonstrating commitment towards international co-operation.

In the meantime, it is recommended that the current representation of Slovakia on the Standing Committee is increased to include a representative of the Ministry of Interior. This role could be undertaken by the head of the designated National Football Information Point (NFIP). 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.

Recommendation 11 - the inter-ministerial co-ordination group should ensure that representation at Standing Committee meetings is augmented by the participation, of the Slovakia NFIP or an Interior Ministry representative involved in the current review of football (sports) safety and security.

C.6 Media and Communications Strategy

European Good Practice

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 adversely influencing the perceptions of spectators, safety and security personnel, and the wider community.

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 spectators 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).

Current Position and Recommended Way Forward

Whilst, the consultative team is satisfied that the various agencies in Slovakia do co-operate when having to respond to media stories etc, it would be prudent to adopt a more proactive approach to this important area.

Recommendation 12 - the inter-ministerial co-ordination group should establish a multi-agency group, including communication and media specialists, 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: New and Refurbished Stadia

Current Position and Recommended Way Forward

The poor physical infrastructure of football stadia in Slovakia and the need for significant investment in modernisation was highlighted throughout the consultative visit, it being suggested that the dilapidated condition of many stadia hindered stewarding and the efforts of private security personnel and the police to tackle spectator violence and other prohibited activity. This is consistent with European wide experience but it is also worth stressing that poor stadium facilities can also generate enhanced safety risks and discourage many potential supporters from attending matches.

It is surprising, therefore, that the remit of the inter-ministerial co-ordination group, and its expert advisory group, is almost exclusively focused on preventing and countering fan violence, extremism and anti social activity. This approach fails to recognise that having comprehensive arrangements in place for reducing and responding effectively to safety risks should always be the top priority at every football (and other sports) event, irrespective of the designated security risk categorisation of the event. Moreover, European experience evidences that safety and service provision can and does have a major impact on supporter behaviour and, as a consequence, the potential scale of any security risks.

The consultative team, therefore, welcomes the decision of the Government to invest €45 million over a four year period to assist in the regeneration and redevelopment of 21 football and ice hockey stadia: work that is already underway.

However, during discussions with the police and football authorities, it was reported that whilst proposed stadia designs were sent to UEFA for general comment, thereafter the process involved little or no consultation involving key stakeholders, such as police, municipality, local medical and fire services, and other stakeholders. Much responsibility appears to be placed on the architect/designer and construction company to deliver a building which is fit for purpose.

The practical consequences of the current approach were discussed in depth during the consultative team's visit to FC Spartak Trnava to witness the stadium construction work currently underway. It was explained that:

- the project had an expected completion date of September 2015;
- ownership of the stadium would rest with the municipality and the SFA, with the latter holding a controlling 51% share;
- €12 million of the €45 million made available by the Government had been invested in the stadium, which on completion would also host national team fixtures;
- on completion, capacity of the stadium would be 18,500, though consideration was being given to increasing capacity still further; and

- once completed, the construction company would obtain a permit and the stadium would be issued with a passport (licence) by the SFA (valid for 4 years) and a safety certificate by the municipality, following inspection by fire, police and municipality officials (valid for 2 years).

It was also suggested in discussion that with new or refurbished stadia generally, once the planning process had been completed, neither the municipality nor an independent third party would undertake any quality control checks during the various and often complex stages of construction. Whilst the consultative team cannot verify the accuracy of this suggestion, which may have been misinterpreted, the current construction/renovation process does appear to place exceptional reliance upon the developer/construction company. This is a high risk strategy, given that spectator safety is involved.

The consultative team, is of the view that the development of stadium safety infrastructure, safety management and customer care/service facilities should be subject to scrutiny at every stage of the planning and construction phases all of new or refurbished stadia projects.

The consultative team, therefore, consider that it would be prudent for the inter-governmental co-ordination group to commission a review of the current planning and construction process in order to clarify whether or not more sophisticated inspection arrangements, to be undertaken by suitably qualified and competent persons at various stages of the construction phase, are required, not least to ensure appropriate monitoring of capital expenditure invested in stadia redevelopment.

Recommendation 13 - the inter-ministerial co-ordination group should commission a review aimed at clarifying whether or not new arrangements are required for ensuring that capital investment in new or refurbished stadia is monitored and that independent third party inspections are undertaken at various stages during the construction phase by suitably qualified and competent persons.

D.2 Minimum Stadium Safety Standards

European Good Practice

European experience demonstrates the importance of stadium physical infrastructure, spectator facilities and safety management arrangements in reducing safety and security risks. It also evidences that these components are complementary and should 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.

Current Position and Recommended Way Forward

As stressed throughout this report, there is a clear need for a major transformation of the safety infrastructure (and associated stadium safety management arrangements) at football stadia in Slovakia. This report highlights the extent of the problems to be overcome. These

challenges are by no means unique to Slovakia, and it is worth stressing that most European countries have had to undergo a comparable process. As a consequence, Slovakia has the advantage of being able to take full account of the good practices that have emerged as a result of widespread European experience.

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 an extensive array of good practices.

In the meantime, a wide range of sources of information on safety standards for sports stadia are 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 D.4.

Recommendation 14 - the inter-ministerial co-ordination group should take full account of European good practice in commissioning the preparation of model guidance incorporating minimum national standards on: stadium physical infrastructure and facilities; and safety management arrangements for football (and other sports) stadia.

D.3 Stadium Safety Certification and Licensing

European Good Practice

European experience evidences the importance of ensuring that there is never any compromise on stadium safety. It also highlights that the best way to minimise risk is to incorporate provisions within the national legislative and regulatory framework designed to ensure that effective stadium licensing and safety certification arrangements are in place and acted upon. This is a complex area which necessitates the development and enforcement of comprehensive technical criteria based on national safety standards covering stadia infrastructure and safety management arrangements.

Current Position and Recommended Way Forward

The national report provided prior to the consultative visit explained that the current safety arrangements for football stadia (and other sports arenas) in Slovakia centre on three strands: stadium licensing (“passport”), safety certification (“proof of safety and capability of stadium – safety certificate”), and municipalities and event organisers fulfilling their security and safety obligations.

A stadium passport is issued by the “SFA Commission for Stadiums and Fields” and is apparently based on compliance with conditions set out in “UEFA directives on stadia infrastructure 2010”. The stadium passport is valid for four years.

A safety certificate is issued by the municipality on the basis of post-inspection “approvals” received from the police, emergency services and other public bodies, and the provision of supporting documentation (stadium plans, evacuation plan, strategy for ensuring safety at the stadium, and rules of behavior at the stadium).

A safety certificate apparently incorporates information on the "approved capacity at the stadium" (based on the number of seats), stadium construction safety, fire safety, safety of electronic and mechanical equipment, conformity of medical provision with health care requirements, evacuation concept, and seating of spectators. Once issued, the safety certificate is valid for two years.

On the basis of the documentation supplied, discussions during the visit, technical inspections, and observation of the safety and security arrangements at the Ruzomberok v FC Spartak Trnava match, 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.

This conclusion is based on a number of considerations, notably the obligation on municipalities, under the 2014 Act, to appoint a designated "supervisor" to fulfil their stadium safety and security responsibilities. This would be an appropriate response, especially given the possibility that the municipality will be both the stadium owner and the safety certification authority: in such circumstances, it is imperative that the legislative, regulatory and administrative framework makes provision for ensuring clear separation of interest. However, the effectiveness of the supervisor role is dependent upon each supervisor possessing the requisite skills and competencies, and having received the training necessary, to undertake their crucial role effectively.

However, the apparent absence of the technical and other expertise necessary to enable municipalities, SFA and event organisers alike to deliver their multi-disciplinary stadium safety functions effectively is a matter that warrants a number of remedial actions, as set out in the recommendations below. This is not a criticism but more a reflection of the absence of relevant experience in Slovakia. Indeed, it must be stressed that all European countries have had to overcome the absence of pre-existing expertise when called upon to confront comparable challenges.

Stadium Capacity

One such challenge centres developing an appropriate basis for determining the safe capacity of a stadium or other sports arena. At present the maximum capacity of stadia in Slovakia appears to be based on holding capacity (that is the number of seats).

However, European experience evidences the need to adopt a more sophisticated approach based on calculations which take into account a number of factors, notably: speed of entry and exit, number of usable seats, holding capacity for standing areas (where applicable), and the number of spectators who can reach a place of safety in 8 minutes (or sooner in areas assessed as having a high or medium fire risk) during an emergency evacuation. Once complete the calculation should be adjusted to take account of the effectiveness of the stadium safety management arrangements. In practice, this means that the safe capacity of a stadium should not exceed the number of spectators that can be safely evacuated to a place of safety within 8 minutes in the event of an emergency scenario.

Detailed guidance on this matter will be included in the Council of Europe Standing Committee Consolidated Recommendation.

Recommendation 15 - the inter-ministerial co-ordination group should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice, including the adoption of more sophisticated arrangements for determining the safe capacity of football (and other sports) stadia.

Interim Arrangements

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

Minimum Safety Standards

As indicated above, there is a direct link between stadium safety certification and the introduction of minimum safety standards. Once these standards have been established, the safety certificate and inspection process should be based on whether the stadium is in compliance with these standards. 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.

Stadium Inspection and Audit

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

Independent Oversight of Stadium Safety

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 16 - the inter-ministerial co-ordination group 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.

D.4 Stadium Safety Management Arrangements

European Good Practice

European experience evidences that stadium safety management arrangements are effectively the dynamic element of stadium safety and, as such, represent the primary means for ensuring that a 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 need 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.

Extensive experience across Europe has established a range of good practices which 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 that:

- complement the physical infrastructure of a football stadium and compensate 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 fire fighting 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.

Extensive advice on this matter will be included in the Standing Committee Consolidated Recommendation on an integrated approach to safety, security and service.

Current Position and Recommended Way Forward

Review of the supplied documentation, and observation of a safety and security operation, confirmed that the current stadium operating arrangements in Slovakia are disproportionately focused on security measures. This is understandable given that public order and extremism threats are a longstanding and ongoing sources of concern. Moreover, stadia are small and attendances low, which can reinforce the view that a major safety incident is unlikely and containable given the large number of, albeit, security personnel deployed inside and, in particular, outside of stadia during an event.

It is acknowledged that the 2014 Act is not completely silent on important stadium safety matters, like an obligation on the organiser to set up a medical assistance point staffed by a person qualified in medicine or in providing first aid [section 20(5)] and ensure clear access for emergency service vehicles [section 20(2)]. Similarly, section 18(a) empowers the police to ban or suspend a match if they consider that the safety, life or health of participants is at risk. The designated SFA delegate is similarly empowered in section 19(4). However, the provisions are phrased in a manner which implies that even these safety provisions are most likely to be utilised in respect of public disorder.

European experience evidences that the absence of comprehensive safety regulations can result in complacency. It is crucial that this is avoided given that safety risks exists, and can unexpectedly manifest, at any event held in a football stadium (or other sports arena). Furthermore (see section D.5 below) the current legislative uncertainty regarding primacy of responsibility in this area provides little reassurance that safety considerations will be given primary consideration during the planning, preparatory or operational phases of an event.

This is a high risk approach which is far removed from established European good practice. Moreover, there appears to be little or no awareness among practitioners that safety and service provision can actually help reduce security threats. This could represent a major obstacle to the adoption of good practice and will necessitate a good deal of awareness training.

The consultative team recognise that it will take time to transform the character of stadium safety management in Slovakia. The proposed development of minimum national standards of safety management and more comprehensive stadium licensing and safety certificate arrangements (see Recommendations 14 and 15 respectively) will facilitate this transformation but to assist that process, the consultative team consider that the inter-ministerial co-ordination group should adopt a separate work stream on this crucial matter.

Recommendation 17 - the inter-ministerial co-ordination group should take full account of European good practices in developing comprehensive and effective stadium safety management arrangements in all stadia hosting international and/or domestic football matches in the top two leagues.

D.5 Stadium Safety Officers

European Good Practice

European experience, which includes but is not limited to a number of major tragic incidents involving many fatalities, evidences the need for absolute legal clarity in terms of responsibility for the preparation and delivery of effective stadium safety management arrangements (see above). In almost all European countries, this responsibility is designated in the stadium safety officer (described as stadium "security officer" in some countries). The key issue is not nomenclature but recognition that the role of the safety officer must embrace the extensive range of functions and responsibilities discussed under stadium safety management.

This imperative has resulted in the establishment of standards on safety officer competencies, status, training and authority, including the need to take into account the following core principles:

- 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.

Current Position and Recommended Way Forward

Prior to the visit, perusal of the national report and other documentation suggested that the stadium safety and security arrangements in Slovakia are not consistent with European good practice. They appeared confused, both in law and practice, in addition to being primarily and disproportionately focused on security and public order with little regard paid to safety, even though this should be the main priority at each and every event held in a football stadium (or other sports arena). It was suggested prior to the visit that the legal position would be clarified in the 2014 Act.

The consultative team, therefore, welcomes the requirement which the new Act places on the event organiser to appoint a "safety officer" (previously described as a "security manager").

Sections 11(1) and (2) of the 2014 Act, which designate the remit of a safety officer, stipulate that "the safety officer is a qualified steward designated by an organiser of an event to prepare, manage, carry out and evaluate the security measures in the venue of the event in cooperation with the main steward" and that "the safety officer determines ad hoc security measures, coordinates their application and, if needed, ensures cooperation between stewards and the Police Force and the Municipal police during the course of event".

Confusingly, section 10(1) describes the primary role of the "main steward" as being to "organize and manage activities of stewards and be responsible for fulfillment of tasks according to the instructions of an organizer of an event". It is understood that the term main steward is usually interpreted as meaning "event director" but it remains inappropriate for that role to be linked with responsibility for organising and managing stewarding activities. European good practice evidences that this role should be vested in the stadium safety officer. Moreover, the term "security manager" is used elsewhere in 2014 Act (for example section 4(3)(10) which may be in error but which adds to the legal uncertainty).

This plethora of roles and remits is further compounded by section 19 of the Act which obliges the national sports association to appoint a delegate to supervise a high risk ("event with a special regime") and "inform the main steward or the safety officer of the deficiencies relating to the organization and security of the event and requires them to be remedied or removed". In discussion, the SFA explained that the intent was for the "delegate" to help oversee the introduction of the new safety officer requirement. If so, the inclusion of a temporary or transitional arrangement in primary legislation could have been avoided if the 2014 Act had provided less detail and concentrated on the provision of core enabling

measures designed to enable the relevant authorities to develop effective operating regulations.

Whilst the legal uncertainty regarding these overlapping stadium security roles and responsibilities is a matter of some concern, it is recognised that this could be remedied by minor, clarifying, amendments to the 2014 Act. However, the continuing and overwhelming focus on security provisions, rather than on the need for an integrated approach to safety, security and service, and the associated need to develop and implement a safety ethos towards stadium operations will not be so easily remedied.

As indicated above, this focus on stadium security not only can have tragic consequences, but does not provide an effective means for actually reducing security risks, given the extent to which safety and service arrangements impact on crowd behaviour. European experience clearly 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.

Pending the issue of a new Council of Europe Standing Committee Consolidated Recommendation, UEFA and the Standing Committee stand ready to provide advice and support on this matter.

Recommendation 18 - the inter-ministerial co-ordination group should review the current legislative provisions and the security focused role of stadium safety officers generally in order to highlight the importance of their safety and service functions, and take full account of European good practice in developing minimum standards of competence and national training arrangements designed to ensure that safety officers obtain the necessary skills and knowledge to undertake their wide range of functions effectively.

D.6 Stewarding Operations and Training

European Good Practice

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 these 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 directly employed by stadium management or the event organiser, to staff provided under contract with a stewarding or security company, to volunteers augmented by directly employed or privately contracted personnel.

Irrespective of national practice or preference, or the title and employment status of the personnel involved, they are all undertaking stewarding functions and they should 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.

Current Position and Recommended Way Forward

The consultative team was keen to ascertain, from perusal of supplied documentation and discussions during the visit, if, and to what extent, the current stewarding arrangements in Slovakia reflect the aforementioned European good practice. The starting point for this important objective focused on the relevant provisions of the 1/2014 Act, which provides the legal basis for the the training, qualification and functions of stewards. It was anticipated that most of the provisions would be heavily focused on security considerations and this proved to be the case. This is not surprising, or unique to Slovakia, as security can be a legally complex area of stewarding activity. Nevertheless, it was disappointing that there appears to be just one explicit reference to non-security activity which is section 14(2)(a) which obliges stewards to "carry out their duties in a way that the safety, comfort and informedness of the event participants is ensured":

In discussions, it was explained that whilst many stewards ("security guards") are contracted from licensed private security companies, and receive training from the police in accordance with the regulations for that industry, some clubs do employ and train stewards in-house, in accordance with an obligation placed on the organiser under section 6(1)(d) of the 2014 Act. It was further explained that under section 13(5) of the Act, stewards (and the main steward and safety officer) will be required to receive training in five thematic areas, namely:

- legal regulations relating to organization of events,
- verbal and nonverbal communication,

- basic knowledge and practical skills needed to provide first aid,
- basic knowledge and practical skills needed to ensure anti-fire protection,
- practical solution of emergency situations and model situations".

It was also reported that SFA is intending to provide 'train the trainer' sessions to assist implementation of these new, and safety focused, thematic areas.

Discussions also revealed that, in accordance with section 14(2)(g) of the Act, stewards are required to wear numbered bibs for identification purposes, which reflects established good practice, and acknowledged that friction between fans and private security guards was more overt than with directly employed (in-house) stewards.

The consultative team is strongly of the view that there is a need to transform the ethos and character of stewarding operations within stadia. The disproportionate and inappropriate focus on security considerations needs to be replaced by the development and implementation of a comprehensive stewarding concept focused on core safety, security and service activity. National training arrangements should be established based on established European good practices. In many countries, responsibility for oversight of such training and the training accreditation arrangements rests with either the relevant Sports or Education Department or a designated national body.

Detailed guidance on this matter will be provided in the Council of Europe Standing Committee Consolidated Recommendation but, in the meantime, expert advice and support is available from UEFA.

Recommendation 19 - the inter-ministerial co-ordination group should introduce effective stewarding arrangements inside all football stadia (and other sports venues), and establish national training for stewards, which sets out which Government Department or public body is responsible for implementing and overseeing delivery of the training and accreditation arrangements, and takes into account core safety, security and service stewarding functions; and European good practices set out in Standing Committee documentation and in advice available from UEFA.

D.8 Stadium Control Rooms

European Good Practice

European experience demonstrates that the effectiveness of stadia safety management arrangements are largely dependent upon all the key agencies being represented at an appropriate level and co-located in a control room to ensure an integrated and swift response to any emergency or incident scenario that may arise prior to or during a match.

The control room lies at the heart of effective integrated safety management, whereby all the key decision makers are not only co-located but also armed with all the information and resources necessary to:

- 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).

Current Position and Recommended Way Forward

Whilst the consultative team recognise that purpose built control rooms are not provided in older stadia in Slovakia, and welcome that this is being addressed in the new/refurbishment project, it remains a matter of major concern that under the current arrangements, key practitioners responsible for the safety of spectators and others in football stadia, notably the stadium safety officer, police, main steward, emergency services and municipal supervisor, work in isolation, and from various locations, within stadia. This does not reflect European good practice and should be rectified.

Recommendation 20 - The inter-ministerial co-ordination group should ensure that European good practice is taken into account and that all stadia hosting matches in the top two leagues should incorporate a control room to oversee the command and control of the safety, security and customer service operation. This should be a core

requirement of the current stadia redevelopment initiative with alternative provision made in any stadia not benefitting from this initiative.

D.9 Use of Pyrotechnics in Stadia

European Good Practice

European experience evidences that the use of pyrotechnics in stadia is fundamentally unsafe, even in the hands of those who claim otherwise. Their use poses threats to users and 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 and from being in possession of, or using, such a device in a stadium.

European experience also demonstrates the need to adopt a range of counter measures as part of a wider strategy which includes criminalisation and robust stadium safety measures, like targeted searching, but also educational and publicity initiatives. Working with fan clubs to devise alternative (non-firework) fan orchestrations has had positive results in some countries.

Current Position and Recommended Way Forward

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 football (and other sports) events in Slovakia. Moreover, whilst the use of pyrotechnics in stadia (described as "explosives" in the latest English translation of the Act) is prescribed under section 16 of the 2014 Act it was not wholly clear to the consultative team if possession and/or use of pyrotechnical devices constituted a specific or generic criminal or administrative offence.

The consultative team consider that it would be prudent to consider, as part of the wider recommended review of the current legislative, regulatory and administrative framework, if additional criminal or administrative legal provision is required to deter and sanction the use of pyrotechnics in stadia. It is also considered necessary to consider the development of a wider, multi-faceted, strategy designed to deter, prevent and penalise the possession and use of pyrotechnical devices in stadia.

Recommendation 21 - the inter-ministerial co-ordination group should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific or additional 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

European Good Practice

In recent years, the desirability of providing training for core stadium safety and police personnel has become increasingly apparent. This emerging need reflects the extent 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 roles and activities, especially during major incidents or emergencies.

Current Position and Recommended Way Forward

The provisions on local co-ordination under the 1/2014 Act are designed to assist in enhancing multi-agency understanding of the perspectives and operational priorities of the respective agencies involved. Indeed, representatives of FC Spartak Trnava reported that local liaison between club officials and the police was much improved and that the development of a partnership ethos was underway, aided by the local police appointing the same match commander for most football events. The development of a new stadium with a control room should further assist this dynamic.

However, during the visit, a number of discussions highlighted the need for training aimed at increasing awareness among police commanders, stadium safety officers and municipal supervisors of the need to develop enhanced understanding of key safety and security issues and encouraging a local partnership ethos. This joint training is considered complementary to the specific role based training that should be provided to personnel involved in stadium safety and security operations and to police personnel involved in policing football operations.

Recommendation 22 - the inter-ministerial co-ordination group should consider the provision of integrated training for stadium safety officers, police commanders and municipal supervisors. The Standing Committee and UEFA stand ready to provide advice and support on this matter.

Section E Security

E.1 Policing Football Operations

European Good Practice

European experience evidences the pivotal role played by the police in delivering an integrated approach to safety, security and service in connection with football (and other sports) events, notably in respect of wide range of key functions, including:

- providing a well-managed but peaceful and welcoming environment in public spaces;
- supporting the stadium authorities in dealing with criminal and significant anti-social behaviour inside stadia;

- managing football spectators in city centres and whilst en-route to and from stadia in an effective but proportionate manner;
- monitoring crowd behaviour in order to produce dynamic risk assessments as an aide to police deployment and tactics;
- communicating with supporters ("dialogue") in order to relay information and clarify the rationale for, and intent of, operational decisions;
- providing reassurance to supporters in order to generate increased levels of compliance;
- gathering, sharing and using information, intelligence and any evidence of misbehaviour;
- maintaining public order through proportionate and targeted interventions and, where appropriate, arrests/detentions in order to prevent the escalation of minor incidents into significant violence and/or public disorder;
- dealing robustly with serious incidents of violence or other criminality but in a proportionate and targeted manner;
- liaising with prosecution agencies regarding the appropriate judicial or administrative response to perpetrators who have engaged in criminal or other prohibited behaviour; and
- preparing evidence packages to assist prosecutors convince the courts or other adjudicating authority to impose on conviction appropriate sanctions and, where possible, effective exclusion measures.

Current Position and Recommended Way Forward

Perusal of the provisions of the 1/2014 Act, confirm that the police possess extensive enabling powers to undertake many of these functions, especially in respect of dealing with offending behaviour. The relevant powers are dispersed throughout the Act and the consultative team is in no doubt that front line policing practitioners would benefit from the preparation and issue of guidance on the character and appropriate use of all the powers at their disposal, including those contained in 2014 Act.

In terms of policing operations, the national report, and subsequent discussions with representatives of the Police Presidium, notably the Directorate of extremism and fan violence, confirmed that policing strategies and tactics were informed by the "Regulation of the Minister of Interior of the Slovak Republic No. 66/2011 on the procedure of police stations and departments of the Ministry of Interior of the Slovak Republic in the field of combating crime, extremism and spectator violence".

In practice, it was explained that the (police) criminal department of extremism and fan violence oversee and coordinate the activities of policing agencies engaged in football policing operations, with specialist regional units, supported by criminal, traffic, transport and other mobile units, tasked to manage individual football events, especially in public places.

The national report also refers to other legislative and administrative framework documents, such as the Resolution of the Slovak Government No. 379/2011, as expanded by Resolution 44/2013, which provides a concept (understood to mean strategy) with "objectives and concrete actions", including preventative measures, designed to "eliminate racially motivated crime and extremism and fan violence at all places and levels" in connection with all sports events. The content of the Resolution is apparently under review to take account of recent experience. The consultative team suggest that the scope of the review should be extended to take account of established European good practice.

The national report also cites Act No. 171/1993 on the Police Force (hereinafter referred as "Act on Police"), which imposes a duty to police to fulfil information and evidence gathering tasks in the field of public order. Section 69 of the Act apparently empowers the police to use audio and video and other records, including those obtained from abroad, for evidential purposes. This is a potentially important enabling power.

The consultative team, mindful that it would have limited opportunity to observe at first hand football policing operations, considered it important to ascertain the views of the Police Presidium on the effectiveness of the current arrangements. During that meeting, the consultative team was advised that:

- football policing was based on risk assessments and public order considerations;
- the phenomenon of football violence had peaked 6/7 years ago and was now under control but that problems remained in respect of the use of pyrotechnics, drunkenness and some hate crime;
- new powers introduced under the 2014 Act would assist in countering the threat of violence, notably provisions which: empowered the police to determine event risk levels and appropriate counter measures in stadia; introduced a fast track system whereby offenders could be dealt with under the penal and administrative code within 48 hours; enabled the police to sanction offenders and impose preliminary exclusion measures;
- improvements in CCTV would facilitate the identification of offenders, whilst the designation of specialist prosecutors tasked to work closely with the police in prosecuting football-related offenders would assist in the imposition of sanctions and, as a consequence, help reduce the number of incidents; and
- an ongoing problem of incidents arising from cross border links between risk groups would be addressed by measures introduced by the new Act.

In discussion, it was also reported that efforts to initiate dialogue with ultra and risk groups had commenced, albeit with only partial success to date.

The consultative team is in no position to confirm or challenge the highly positive perspective reported by the police but is aware that the views expressed are not wholly shared by partner agencies. For example, during the consultative visit, it was suggested that the police could do more to proactively target risk fans; that policing operations did not always appear to be intelligence-led; and that greater use could be made of video surveillance equipment for

evidence gathering purposes. Again, it is not possible to either verify or dispute these suggestions.

In the absence of hard data on the number and character of incidents of violence, disorder or other misbehaviour in connection with football (and other sports) events, and given the limited opportunity to observe football policing operations at first hand, the consultative team can only welcome the extensive powers which the police now have at their disposal for dealing with football related violence. However, European experience evidences the need to use such powers on the basis of intelligence-led, proportionate and targeted operations based on a concept of crowd managements, rather than maintenance of public order.

Recommendation 23 - the inter-ministerial co-ordination group should:

(i) review policing football operations and the associated legal, regulatory and administrative framework taking into account established European good practice, notably the need for police deployment decisions, and strategic and operational tactics, to be based on a dynamic risk assessment process; and

(ii) in the light of that review, should commission the preparation of guidance on policing football operations and the appropriate and proportionate use of associated police powers.

E.2 Police Training

European Good Practice

European experience evidences that the adoption of any new or refined policing strategies or tactics can pose cultural and operational challenges for front-line personnel and senior commanders alike. This reflects recognition that policing personnel have been trained to act, and are experienced in acting, in a particular way and, indeed, may perceive current policing tactics to be appropriate. Irrespective of wider European experience and good practice, policing based on the concepts of dialogue with supporters, intelligence-led and risk based operations, and a proportionate and targeted response to incidents may not appear appropriate or viable to personnel experienced in more traditional public order methods. Indeed, the dialogue concept may appear soft and inappropriate especially for personnel who have long experience in negative interactions with supporters. This dynamic is perfectly understandable and widespread experience confirms that many countries have had to overcome such perceptions and associated challenges when introducing established European good practices.

Current Position and Recommended Way Forward

The consultative team did not have opportunity to explore in depth the current police training arrangements in Slovakia though it was suggested that the only specialist football-related training provided was that relating to the network of football police spotters.

Notwithstanding the challenges referred to above, the consultative team is of the view that consideration should be given to providing police commanders engaged in football policing

operations with training in matters like dynamic risk assessment, targeted and proportionate policing interventions, and the cultural and operational differences associated with introducing a crowd management, rather than crowd control, ethos for policing football operations. Consideration should also be given to providing communications training for all frontline personnel.

Recommendation 24 - the inter-ministerial co-ordination group should commission a review of the current police training arrangements with a view to introducing specialist football policing training for senior officers, to be cascaded to front line personnel, and dialogue and effective communication training for all personnel involved in football-related operations.

E.3 National Football Information Point (NFIP)

European Good Practice

Whilst the operating structure of, and the resources allocated to, National Football Information Points (NFIPs) varies across Europe, many countries recognise the importance of their NFIP 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.

This approach is consistent with European good practice, and the obligation contained in (EU) Council Decision 2007/412/JHA of 12 June 2007, which requires each NFIP to be the primary source of expertise on all matters associated with football-related disorder within its country and to "produce and circulate for the benefit of other national football information points regular generic and/or thematic national football disorder assessments." Moreover, the Council Decision obliges each Member State to "ensure that its national football information point is capable of fulfilling efficiently and promptly the tasks assigned it".

To be in accordance with this emerging good practice, an NFIP should be tasked to:

- provide expert policy advice to the inter-ministerial co-ordination group, and its advisory group, on policing football operations and associated exclusion (banning order) arrangements;
- develop an enhanced network of police football intelligence officers/spotters tasked to proactively gather and analyse information on supporter behaviour and associated established and emerging risks;
- identify and prepare evidence profiles on individuals who cause or contribute to football-related violence and disorder at home or abroad;
- assist and inform 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 further 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 their country at Standing Committee meetings; and
- co-ordinate arrangements for international information exchange and the hosting and deployment of visiting police delegations.

Current Position and Recommended Way Forward

The National Football Information Points (NFIP) in Slovakia is highly regarded on the international stage, especially within the pan-European network of NFIPs. The personnel involved recognise and deliver their international obligations effectively, albeit with limited resources and notwithstanding pressure to deliver other football and extremism related activity.

However, the consultative team is of the view that the resources allocated to the NFIP in Slovakia should be increased, and a separate unit established, to enable it to deliver all of its current and additional domestic functions effectively and to manage to the information system discussed in section C.2 above.

Recommendation 25 - the inter-ministerial co-ordination group, via the Ministry of Interior, should review and expand the role of the NFIP to create a separate unit staffed and equipped to ensure effective delivery of key international and national policing football roles, responsibilities and functions.

E.4 Exclusion Measures

European Good Practice

European experience evidences that the impact of football-related violence and disorder is usually (though not always) greater than the character of the criminal or administrative offences committed by perpetrators during such incidents. This can pose challenges for the criminal justice and associated administrative arrangements as penalties imposed on conviction are usually based on evidence directly related to an individual (and often minor) offence. As a result, these penalties are often perceived (by the public, police and offenders alike) to be soft and unlikely to deter individuals and groups from seeking confrontation or otherwise misbehaving in connection with football events.

To redress this imbalance, practically all European countries have adopted the practice of supplementing criminal penalties with the imposition of exclusion measures on convicted offenders (often called banning orders or stadium bans). These measures have the impact of prohibiting the individual from attending football matches for a designated period within a

minimum and maximum period, say between three and ten years, set out in enabling legislation. European experience evidences that the minimum period needs to be sufficient to: prevent repeat offending; deter misbehaviour generally; and encourage offenders to transform their behaviour in connection with football events. European experience also demonstrates that to be effective, the scope of the exclusion should 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, the police need to work closely with the prosecution authorities regarding the imposition of exclusion measures.

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 targeted exclusion measures are important and why communities and football supporters alike stand to benefit. Communication strategies need to stress to supporters and the wider community, 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.

Current Position and Recommended Way Forward

The documentation supplied prior to, and discussions during, the consultative visit confirmed that Slovakia had in place a range of exclusion options available, including provisions within the new Act which empowered the police to issue provisional bans prior to resolution of court proceedings. However, the consultative team found the current arrangements to be particularly (and unnecessarily) complex and likely to be confusing and difficult to apply in a consistent and comprehensive manner.

It is strongly recommended that guidance is prepared which explains the various exclusion options and processes in accessible terms to allow, police, prosecutors, adjudicators, supporters and the wider community to fully understand how the exclusion arrangements are

intended to be applied. Thereafter, it is strongly recommended that application and impact of the measures is closely monitored in order to determine if legal refinement is required to make the arrangements more effective and accessible to practitioners.

Recommendation 26 - the inter-ministerial co-ordination group should (i) commission the preparation of explanatory and implementation guidance on the current exclusion arrangements; (ii) monitor closely the use and impact of the various options; and (iii) review the legal basis of the current exclusion arrangements on a regular basis, taking into account European experience and good practice.

Section F Service

F.1 Importance of Service Concept

European Good Practice

European experience evidences the importance of service measures in: enhancing the football experience for supporters; encouraging more supporters from all communities to attend matches; and promoting self-regulation and compliance amongst the overwhelming majority of supporters. These outcomes are not only desirable in their own right, but can also have a significant impact on the potential scale of any public order risks. This is because, experience demonstrates that treating supporters in a welcoming and hospitable way can assist in encouraging high levels of self-management of behaviour and in marginalising the influence of those who wish to seek confrontation or otherwise misbehave.

Current Position and Recommended Way Forward

Whilst the national report focused primarily on security-related themes, it did recognise the need to adopt a welcoming approach towards supporters with reference to a SFA strategic aim of making provision for the *"comfort for all participants of football matches and securing the same services in domestic sector as well as in the sector of guests in regard to food, sanitary facilities, comfort in the tribunes, approach of members stewarding service in order to welcome fans with a smile on behalf of the club and create the most comfortable conditions for the spectators in the stadium"*.

This commitment is welcome as it lies at the heart of the development of an integrated approach to safety, security and service. However, European experience demonstrates that the commitment should not be considered in isolation but rather as an integral component of all initiatives designed to provide a safe and secure environment within stadia and beyond. The challenge for all parties involved in the inter-ministerial co-ordination group is to transform the SFA aspiration into a key ingredient of the football experience in Slovakia.

Recommendation 27 - the inter-ministerial co-ordination group should take full account of the need to incorporate service considerations in respect of all safety and security deliberations, strategies and initiatives.

F.2 Service - Integrated Approach and Ice Hockey Model

Current Position and Recommended Way Forward

Interestingly, the integrated concept appears to be more widely applied in respect of ice hockey than football events. It was stressed during the consultative visit that ice hockey is the most popular spectator sport in Slovakia with over 40 modern ice hockey arenas in the country, each of which has a designated security officer responsible for safety and security and directly employed in-house stewards, supplemented by trained volunteers.

Discussions with the Slovak Ice Hockey Federation and senior management at the Ondrej Nepela Arena confirmed a high level of awareness regarding the benefits of adopting an integrated approach to safety, security and service. For example, it was claimed that:

- venue management and security officer enjoy a close working relationship with the municipality;
- the security officer works closely with the police commander in respect of pre-event planning and match day operations;
- the venue has a multi-agency joint control room in which the security manager (or a designated deputy), senior representatives of the police, fire, other emergency services and technical experts could collectively monitor events in real time; and
- evacuation plans produced with the police had been established and tested.

It was further stressed in discussion that the integrated approach embraced the principles of providing spectators with a welcoming experience and good quality facilities. It was reported that there was regular dialogue with supporter fan clubs and that venues were designed to be multi-functional and a community resource: the aim being to develop close links with, and a sense of ownership among, local communities; and to attract a diverse and family orientated audience.

During a visit the arena, the consultative team observed at first hand the venue's high quality entry systems which electronically recorded attendance numbers and also took photographic images of spectators on entry. The group was also shown a well-equipped match control room with good quality CCTV coverage of all areas. The group also observed good quality spectator refreshment and other facilities and good community engagement with many children being coached on the practice rinks.

The consultative team recognise that the dynamic at ice hockey and football events are not currently comparable, and that ice hockey is rarely confronted with public order risks to the same degree as those associated with higher risk football matches in Slovakia. However, European experience evidences that the principles applied and the measures adopted in respect of ice hockey provide a positive model which if customised and applied to football events could help to transform the stadium dynamic and experience.

Recommendation 28 - the inter-ministerial co-ordination group should take account of the integrated approach to safety, security and service adopted in respect of ice hockey

venues, and the benefits which can be achieved through the creation of more customer friendly facilities, when developing a comprehensive action plan and strategy for football events.

F.3 Supporter Liaison

Current Position and Recommended Way Forward

The SFA has embraced the UEFA requirement for football clubs competing in UEFA competitions to appoint Supporter Liaison Officers (SLO) to act as a designated liaison point for interaction between football clubs and supporters, and has extended that initiative to cover other clubs competing in the top tier of domestic football.

During the discussions, it was reported that a network of SLOs had been established (some full time, others part time) and that a SLO mandatory training programme was being developed. In practice, many SLOs had commenced a dialogue with ultra and other supporter clubs with mixed results to date.

It was suggested during a meeting with the designated SLO of FC Spartak Trnava, that an innovative approach was necessary to engage fan groups in meaningful discussion. For example, negotiations were underway on matters like offering to allow the ultra group to choose their designated area in the new stadium in exchange for non-use of pyrotechnics. This generated some disquiet within the consultative team, given that ticketing policy can provide a means for dispersing and disempowering ultra and other risk groups. It would be premature, at this early stage, to comment on this particular initiative, but the consultative team was generally very impressed by the enthusiasm and application of the SLOs met in Slovakia.

The extent to which SLOs liaise between supporters and other stakeholder agencies, noticeably the police, was not altogether clear but this is an area which needs to be developed in the months ahead. This view is based on wide ranging discussions with representatives of the MFK Ruzomberok fan club, during which it was suggested, amongst other things, that SLOs could play an important role in improving communication between supporters and the police and that this might help dispel the perception of some fans that: "*the police cannot distinguish between risk fans and those simply having a good time*", "*fans are seen as a problem and not a potential solution*", "*policing operations are indiscriminant rather than targeted*", "*police are hostile to fans*". The fan club representatives also expressed concern about the absence of dialogue between legislators and supporters in respect of preparation of the 2014 Act.

The consultative team has no way of knowing if these remarks reflect widespread supporter perspectives, however, the emphasis which the fan group placed on a desire for dialogue provides an opportunity which all the agencies involved in football safety and security could usefully embrace (see below).

F.4 Supporter Communications Strategy

European Good Practice

European experience demonstrates that consistent and regular dialogue with supporters, and the wider community, 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 organised fan groups and 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 demonstrates 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.

Current Position and Recommended Way Forward

The consultative team recognise that the concept of communication with supporters is a new but welcome concept in Slovakia. At this embryonic stage, it would be appropriate to develop a more comprehensive and co-ordinated approach to what is a very important by-product of an integrated approach.

To assist this process, and pending the issue of a Consolidated Standing Committee Recommendation in 2015, the Current recommendation (1/2012) on Dialogue and Interaction with Fans provides a range of options that can be customised and applied in Slovakia. (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).

Recommendation 29 - the inter-ministerial co-ordination group should liaise closely with the police, SFA, football clubs, SLO network, and other relevant stakeholders in developing a multi-agency supporter communication strategy.

F.5 Preventative and Community Projects

European Good Practice

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 and stadium management arrangements.

Current Position and Recommended Way Forward

The national report provided information on a number of preventative and educational projects underway in Slovakia, including:

- project of the SFA, in cooperation with the league clubs, on preventing violence through the provision of education and training for stadium personnel (main steward, security manager, steward) and SLOs;

- initiatives by the Directorate General for Regional Education and the Ministry of Interior in crime prevention projects aimed at school children and designed to prevent and eliminate racism, xenophobia, anti-semitism and other forms of intolerance;
- educational programmes aimed at enhancing sociability through the teaching of moral behaviour, ethics and religious education along with tackling what is described as socio-pathological phenomena, including aggression of pupils;
- multi-agency campaigns on matters like "no hate speech movement on the internet" delivered through online education for young people, handbooks for primary and secondary schools, promotion of campaign through social networks and offline activities, like summer festivals, sports, competitions, promotional and educational material;
- use of non-formal education in respect of youth work through existing national projects, like "KomPrax" and "Praktik", that provide educational tools for youth leaders and youth workers;
- Ministry of Interior multidisciplinary initiative focused of elimination of racially motivated crime and extremism;
- non-governmental projects, notably "People against Racism" and "Football for Equality" designed to promote respect and tolerance, and monitor incidents of, and provide education about, discriminatory behaviour.
- a range of preventative and educational projects, initiated by the SFA, in partnership with the Ministry of Interior and international bodies like FARE, aimed at enhancing awareness of discrimination and extremism amongst football clubs, key practitioners like security managers, and supporters; and
- launch by SFA of associated projects like "Give racism the red card", and a requirement on players to participate in communicating key messages to supporters about the need for respect and tolerance.

The consultative team is of the view that, taken together, the initiatives demonstrated an impressive degree of commitment amongst all parties to investing in preventative activity.

Recommendation 30 - the inter-ministerial co-ordination group should continue to 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 Football Events

European Good Practice

European experience evidences the direct link between the integrated approach, reduction in risk, and the appeal of a stadium to potential spectators. A good deal can be achieved through upgrading stadium facilities and otherwise making the stadium experience more enjoyable for all sections of society. The key centres on complementing modest capital

investment in stadia with a wider strategic vision aimed at establishing football stadia as community centres, increasing attendances and maximising possible income sources.

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.

Current Position and Recommended Way Forward

The focus throughout the visit, and this report, is on the need for an integrated approach to safety, security and service and the extent to which these components all overlap. However, as indicated throughout, there is also a direct relationship between making stadia safe, secure and welcoming to all sections of society and reducing and countering security risks. This relationship is especially relevant in Slovakia, given that domestic football is relatively limited in its appeal and average attendances, even in the top league, are low by European standards.

The allocation of significant resources in building new and upgrading existing stadia, demonstrates a high level commitment to addressing this fundamental issue, especially in the current economic climate. However, as European experience demonstrates, financial investment needs to be accompanied by a change in ethos if the underlying aim of making the football experience more attractive to a wider cross section of the population is to be fully realised.

As indicated in Section F.2 above, the consultative team had the opportunity to visit Ondrej Nepela ice hockey arena in Bratislava and was very impressed by the community and customer care focus of its operations. The consultative team fully recognise that indoor arenas have advantages over their outdoor competitors in terms of developing a community and multifunctional business model, especially during harsh winter months. It is also recognised that the spectator profile for the two sports is currently different and that

historically the challenges associated with football matches are different to those usually (but not always) associated with ice hockey events.

However, European experience evidences that these differences are not set in stone and that football events can benefit dramatically from the adoption of comparable, customer-focused event management and stadium facilities. The challenge is to avoid being imprisoned by the status quo whereby the appeal of football is perceived to be limited to the current spectator profile. Whilst, the needs of the existing core support cannot and should not be overlooked, widespread experience demonstrates that the football experience can be attractive to all communities.

The consultative team is in no doubt that enhancing the appeal of attending domestic football events and making the stadium experience more attractive to all communities, can have a direct impact on behaviour within stadia.

Recommendation 31 - the inter-ministerial co-ordination group should establish a working group tasked to identify the means for enhancing the appeal of international and domestic football matches, taking into account the ice hockey model, European good practices, and the associated need to make stadia safe, secure and welcoming for all current and potential spectators.

Section H Concluding Remarks and Summary of Recommendations

H.1 Concluding Remarks

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

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 and overlapping 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 indicated 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:

- national co-ordination arrangements (Recommendations 1-4);
- stadium safety management arrangements (Recommendation 17);

- stadium safety personnel (Recommendations 18 and 19).

It is recognised that a great deal of work has been undertaken in Slovakia, notably in respect of the attempt to enshrine detailed provisions within the new 2014 Act aimed at preventing and countering security risks in connection with football (and other sports) events. It is the view of the consultative team that the Act demonstrates a commendable willingness and commitment to deal with the menace of football related violence, disorder and extremism in Slovakia.

However, the consultative team is also of the view that the content of that Act, along with the wide range of discussions held during the visit, demonstrated a clear need for all of the relevant authorities and agencies to embrace and implement an integrated approach to safety, security and service. European experience evidences both the extent to which these three pillars overlap and why they need to be taken forward in a holistic manner rather than separately or in isolation. In this regard, the adoption of an integrated strategy will represent a new and challenging concept for many of the key authorities, agencies and other stakeholders in Slovakia.

This is not a criticism. Quite the contrary. All European countries have had to confront this challenge at some point and many are still engaged in fully transforming their football related safety, security and service arrangements to reflect the established need for an integrated approach. It can take time to fully acknowledge and adopt the good practices that have emerged over the past decade, often in the context of tragic events inside of stadia. This may be the case in Slovakia but the consultative team is in no doubt that the extent to which all of the core agencies are already working together within the national co-ordination process represents a highly positive first step in what will be a long and not always easy journey.

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

Finally, the delegation would like to thank once again all of the colleagues in Slovakia 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 authorities in Slovakia should review the status, role and remit of the inter-ministerial co-ordination group to:

- ensure that the group is represented at a sufficiently senior level to adopt and oversee implementation of an integrated approach to safety, security and service;
- revisit the group's terms of reference to incorporate key safety and service considerations;
- commission work and recommendations by the experts group; and
- ensure that all matters associated with developing an integrated, multi-agency and multi-faceted approach to safety, security and service can be considered, adopted and implemented under the auspices of the inter-ministerial co-ordination group.

Recommendation 2 - the inter-ministerial co-ordination group should consider the terms of reference and structure of the experts group to ensure that its membership and operating arrangements are sufficiently broad to pursue work commissioned by the inter-ministerial co-ordination group and otherwise examine and make recommendations on all matters relevant to adopting an integrated approach to safety, security and service.

Recommendation 3 - the authorities in Slovakia should ensure that the role, remit and terms of reference of the inter-ministerial co-ordination group should designate the Ministry of Interior with ultimate authority for determining the way forward, or set out alternative arrangements, in respect of matters on which stakeholders cannot agree.

Recommendation 4 - the inter-ministerial co-ordination group should commission the preparation of a national strategy document setting out and explaining to all operational personnel, spectators and the wider community the key measures necessary to deliver an integrated approach to safety, security and service and enhancing the football experience for all concerned.

Data on Football Related Incidents (and other sports events)

Recommendation 5 - the inter-ministerial co-ordination group, via the Ministry of Interior, should ensure that the National Football Information Point in Slovakia is staffed and equipped to gather and analyse data on all football-related (and other sports-related) misbehaviour in order to ensure that the number and type of incidents in connection with football matches are recorded along with details of any arrests, related court and administrative proceedings and sanctions imposed on convicted persons.

Recommendation 6 - the inter-ministerial co-ordination group should review the information system arrangements, set out in section 22 of the 1/2014 Act, in as far as it relates to

information regarding misbehaviour and associated convictions, exclusion and other sanctions imposed for offences committed in connection with a football (or other sports) event, and allocate responsibility for creating, managing and operating a database containing this information to the National Football Information Point which should be staffed and resourced to undertake the task effectively.

Recommendation 7 - the inter-ministerial co-ordination group should commission the preparation and distribution of a co-operation and information sharing protocol setting out the operating arrangements for sharing generic information and intelligence between the police, stadium safety officers, football authorities and clubs, and other partner agencies at both national and local level, taking into account national legislation on data protection.

Co-ordination at Local Level

Recommendation 8 - the inter-ministerial co-ordination group should amend the legislative framework to:

- (i) establish local multi-agency co-ordination groups in towns and cities hosting football matches played under the auspices of the SFA, and other matches or sports events where appropriate;
- (ii) provide the local groups with a clear remit, terms of reference and objectives covering the safety, security and service arrangements for such events, inside and outside of stadia;
- (iii) oblige local municipalities to oversee the multi-agency co-ordination arrangements; and
- (iv) review the current legal, regulatory and administrative framework to ensure that no conflict of interest exists between the stadium ownership role of municipalities and their stadium safety certification and safety co-ordination roles.

Recommendation 9 - the inter-ministerial co-ordination group should consider and clarify the composition of local multi-agency co-ordination groups and ensure that all key local agencies, who play a role in making football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.

Legislative and Regulatory Framework

Recommendation 10 - the inter-ministerial co-ordination group should keep under review all aspects of the current legislative, regulatory and administrative framework governing or impacting on 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 full account of established European good practice, notably that enshrined within the proposed new European Convention and associated Council of Europe Consolidated Recommendation on an integrated approach.

International Co-operation

Recommendation 11 - the inter-ministerial co-ordination group should ensure that representation at Standing Committee meetings is augmented by the participation, of the Slovakia NFIP or an Interior Ministry representative involved in the current review of football (sports) safety and security.

Media and Communications Strategy

Recommendation 12 - the inter-ministerial co-ordination group should establish a multi-agency group, including communication and media specialists, tasked to develop and deliver a media and communication strategy aimed at explaining and promoting the integrated approach.

Safety

Stadium Infrastructure: New and Refurbished Stadia

Recommendation 13 - the inter-ministerial co-ordination group should commission a review aimed at clarifying whether or not new arrangements are required for ensuring that capital investment in new or refurbished stadia is monitored and that independent third party inspections are undertaken at various stages during the construction phase by suitably qualified and competent persons.

Minimum Stadium Safety Standards

Recommendation 14 - the inter-ministerial co-ordination group should take full account of European good practice in commissioning the preparation of model guidance incorporating minimum national standards on: stadium physical infrastructure and facilities; and safety management arrangements for football (and other sports) stadia.

Stadium Safety Certification and Licensing

Recommendation 15 - the inter-ministerial co-ordination group should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice, including the adoption of more sophisticated arrangements for determining the safe capacity of football (and other sports) stadia.

Recommendation 16 - the inter-ministerial co-ordination group 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.

Stadium Safety Management Arrangements

Recommendation 17 - the inter-ministerial co-ordination group should take full account of European good practices in developing comprehensive and effective stadium safety

management arrangements in all stadia hosting international and/or domestic football matches in the top two leagues.

Stadium Safety Officers.

Recommendation 18 - the inter-ministerial co-ordination group should review the current legislative provisions and the security focused role of stadium safety officers generally in order to highlight the importance of their safety and service functions, and take full account of European good practice in developing minimum standards of competence and national training arrangements designed to ensure that safety officers obtain the necessary skills and knowledge to undertake their wide range of functions effectively.

Stewarding Operations and Training

Recommendation 19 - the inter-ministerial co-ordination group should introduce effective stewarding arrangements inside all football stadia (and other sports venues), and establish national training for stewards, which sets out which Government Department or public body is responsible for implementing and overseeing delivery of the training and accreditation arrangements, and takes into account core safety, security and service stewarding functions; and European good practices set out in Standing Committee documentation and in advice available from UEFA.

Stadium Control Rooms

Recommendation 20 - the inter-ministerial co-ordination group should ensure that European good practice is taken into account and that all stadia hosting matches in the top two leagues should incorporate a control room to oversee the command and control of the safety, security and customer service operation. This should be a core requirement of the current stadia redevelopment initiative with alternative provision made in any stadia not benefitting from this initiative.

Use of Pyrotechnics in Stadia

Recommendation 21 - the inter-ministerial co-ordination group should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific or additional 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 22 - the inter-ministerial co-ordination group should consider the provision of integrated training for stadium safety officers, police commanders and municipal supervisors. The Standing Committee and UEFA stand ready to provide advice and support on this matter.

Security

Policing Football Operations

Recommendation 23 - the inter-ministerial co-ordination group should:

(i) review policing football operations and the associated legal, regulatory and administrative framework taking into account established European good practice, notably the need for police deployment decisions, and strategic and operational tactics, to be based on a dynamic risk assessment process; and

(ii) in the light of that review, should commission the preparation of guidance on policing football operations and the appropriate and proportionate use of associated police powers.

Police Training

Recommendation 24 - the inter-ministerial co-ordination group should commission a review of the current police training arrangements with a view to introducing specialist football policing training for senior officers, to be cascaded to front line personnel, and dialogue and effective communication training for all personnel involved in football-related operations.

National Football Information Point (NFIP)

Recommendation 25 - the inter-ministerial co-ordination group, via the Ministry of Interior, should review and expand the role of the NFIP to create a separate unit staffed and equipped to ensure effective delivery of key international and national policing football roles, responsibilities and functions.

Exclusion Measures

Recommendation 26 - the inter-ministerial co-ordination group should (i) commission the preparation of explanatory and implementation guidance on the current exclusion arrangements; (ii) monitor closely the use and impact of the various options; and (iii) review the legal basis of the current exclusion arrangements on a regular basis, taking into account European experience and good practice.

Service

Importance of Service Concept

Recommendation 27 - the inter-ministerial co-ordination group should take full account of the need to incorporate service considerations in respect of all safety and security deliberations, strategies and initiatives.

Service: Integrated Approach and Ice Hockey Model

Recommendation 28 - the inter-ministerial co-ordination group should take account of the integrated approach to safety, security and service adopted in respect of ice hockey venues,

and the benefits which can be achieved through the creation of more customer friendly facilities, when developing a comprehensive action plan and strategy for football events.

Supporter Communications Strategy

Recommendation 29 - the inter-ministerial co-ordination group should liaise closely with the police, SFA, football clubs, SLO network, and other relevant stakeholders in developing a multi-agency supporter communication strategy.

Preventative and Community Projects

Recommendation 30 - the inter-ministerial co-ordination group should continue to 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 Football Events

Recommendation 31 - the inter-ministerial co-ordination group should establish a working group tasked to identify the means for enhancing the appeal of international and domestic football matches, taking into account the ice hockey model, European good practices, and the associated need to make stadia safe, secure and welcoming for all current and potential spectators.

Report of the Standing Committee Consultative Visit to Slovakia

Action Plan - to be completed by the Inter-Ministerial Co-ordination Group of Slovakia

Notes:

This Action Plan incorporates recommendations arising from the Consultative Visit on 7-8 November 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 three key thematic priorities, namely:

- national co-ordination arrangements (Recommendations 1-4);
- stadium safety management arrangements (Recommendation 17);
- stadium safety personnel (Recommendations 18 and 19).

Rec No.	Recommendation	Agency responsible for Implementing actions	Time schedule	Description of the action(s) taken and outcomes achieved
1 -Strategic Co-ordination of Integrated Approach				
Co-ordination at National Level				
1	<p>The authorities in Slovakia should review the status, role and remit of the inter-ministerial co-ordination group to:</p> <ul style="list-style-type: none"> • ensure that the group is represented at a sufficiently senior level to adopt and oversee implementation of an integrated approach to safety, security and service; • revisit the group's terms or reference to incorporate key safety and service considerations; • commission work and recommendations by the experts group; and • ensure that all matters associated with developing an integrated, multi-agency and multi-faceted approach to safety, security and service can be considered, adopted and implemented under the auspices of the inter-ministerial co-ordination group. 			
2	<p>The inter-ministerial co-ordination group should consider the terms of reference and structure of the experts group to ensure that its membership and operating arrangements are sufficiently broad to pursue work commissioned by the inter-ministerial co-ordination group and otherwise examine and make</p>			

	recommendations on all matters relevant to adopting an integrated approach to safety, security and service.			
3	The authorities in Slovakia should ensure that the role, remit and terms of reference of the inter-ministerial co-ordination group should designate the Ministry of Interior with ultimate authority for determining the way forward, or set out alternative arrangements, in respect of matters on which stakeholders cannot agree.			
4	The inter-ministerial co-ordination group should commission the preparation of a national strategy document setting out and explaining to all operational personnel, spectators and the wider community the key measures necessary to deliver an integrated approach to safety, security and service and enhancing the football experience for all concerned.			
Data on Football Related Incidents				
5	The inter-ministerial co-ordination group, via the Ministry of Interior, should ensure that the National Football Information Point in Slovakia is staffed and equipped to gather and analyse data on all football-related (and other sports-related) misbehaviour in order to ensure that the number and type of incidents in connection with football matches are recorded along with details of any arrests, related court and administrative proceedings and sanctions imposed on convicted persons.			
6	The inter-ministerial co-ordination group should review the information system arrangements, set out in section 22 of the 1/2014 Act, in as far as it relates to information regarding misbehaviour and associated convictions,			

	exclusion and other sanctions imposed for offences committed in connection with a football (or other sports) event, and allocate responsibility for creating, managing and operating a database containing this information to the National Football Information Point which should be staffed and resourced to undertake the task effectively.			
7	The inter-ministerial co-ordination group should commission the preparation and distribution of a co-operation and information sharing protocol setting out the operating arrangements for sharing generic information and intelligence between the police, stadium safety officers, football authorities and clubs, and other partner agencies at both national and local level, taking into account national legislation on data protection.			
Co-ordination at Local Level				
8	The inter-ministerial co-ordination group should amend the legislative framework to: (i) establish local multi-agency co-ordination groups in towns and cities hosting football matches played under the auspices of the SFA, and other matches or sports events where appropriate; (ii) provide the local groups with a clear remit, terms of reference and objectives covering the safety, security and service arrangements for such events, inside and outside of stadia; (iii) oblige local municipalities to oversee the multi-agency co-ordination arrangements; and (iv) review the current legal, regulatory and administrative framework to ensure that no conflict of interest exists between the stadium ownership role of municipalities and their stadium safety certification and safety co-ordination roles.			

9	The inter-ministerial co-ordination group should consider and clarify the composition of local multi-agency co-ordination groups and ensure that all key local agencies, who play a role in making football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.			
Legislative and Regulatory Framework				
10	The inter-ministerial co-ordination group should keep under review all aspects of the current legislative, regulatory and administrative framework governing or impacting on 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 full account of established European good practice, notably that enshrined within the proposed new European Convention and associated Council of Europe Consolidated Recommendation on an integrated approach.			
International Co-operation				
11	The inter-ministerial co-ordination group should ensure that representation at Standing Committee meetings is augmented by the participation, of the Slovakia NFIP or an Interior Ministry representative involved in the current review of football (sports) safety and security.			

Media and Communications Strategy			
12	The inter-ministerial co-ordination group should establish a multi-agency group, including communication and media specialists, tasked to develop and deliver a media and communication strategy aimed at explaining and promoting the integrated approach.		
2- Stadium Safety			
Stadium Infrastructure: New and Refurbished Stadia			
13	The inter-ministerial co-ordination group should commission a review aimed at clarifying whether or not new arrangements are required for ensuring that capital investment in new or refurbished stadia is monitored and that independent third party inspections are undertaken at various stages during the construction phase by suitably qualified and competent persons.		
Minimum Stadium Safety Standards			
14	The inter-ministerial co-ordination group should take full account of European good practice in commissioning the preparation of model guidance incorporating minimum national standards on: stadium physical infrastructure and facilities; and safety management arrangements for football (and other sports) stadia.		

Stadium Safety Certification and Licensing				
15	The inter-ministerial co-ordination group should review the current stadium licensing and safety certification and inspection arrangements, taking into account European good practice, including the adoption of more sophisticated arrangements for determining the safe capacity of football (and other sports) stadia.			
16	The inter-ministerial co-ordination group 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.			
Stadium Safety Management Arrangements				
17	The inter-ministerial co-ordination group should take full account of European good practices in developing comprehensive and effective stadium safety management arrangements in all stadia hosting international and/or domestic football matches in the top two leagues.			
Stadium Safety Officer				
18	The inter-ministerial co-ordination group should review the current legislative provisions and the security focused role of stadium safety officers			

	generally in order to highlight the importance of their safety and service functions, and take full account of European good practice in developing minimum standards of competence and national training arrangements designed to ensure that safety officers obtain the necessary skills and knowledge to undertake their wide range of functions effectively.			
Stewarding Operations and Training				
19	The inter-ministerial co-ordination group should introduce effective stewarding arrangements inside all football stadia (and other sports venues), and establish national training for stewards, which sets out which Government Department or public body is responsible for implementing and overseeing delivery of the training and accreditation arrangements, and takes into account core safety, security and service stewarding functions; and European good practices set out in Standing Committee documentation and in advice available from UEFA.			
Stadium Control Rooms				
20	The inter-ministerial co-ordination group should ensure that European good practice is taken into account and that all stadia hosting matches in the top two leagues should incorporate a joint control room to oversee the command and control of the safety, security and customer service operation. This should be a core requirement of the current stadia redevelopment initiative with alternative provision made in any stadia not benefitting from this initiative..			

Use of Pyrotechnics in Stadia				
21	The inter-ministerial co-ordination group should, as part of a wider review of the legislative and regulatory framework, consider whether there is a need to make specific or additional 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 Policing Football and Stadium Safety Personnel				
22	the inter-ministerial co-ordination group should consider the provision of integrated training for stadium safety officers, police commanders and municipal supervisors. The Standing Committee and UEFA stand ready to provide advice and support on this matter.			
3 - Security				
Policing Football Operations				
23	The inter-ministerial co-ordination group should: (i) review policing football operations and the associated legal, regulatory and administrative framework taking into account established European good practice, notably the need for police deployment decisions, and strategic and operational tactics, to be based on a dynamic risk assessment process; and			

	(ii) in the light of that review, should commission the preparation of guidance on policing football operations and the appropriate and proportionate use of associated police powers.			
Police Training				
24	The inter-ministerial co-ordination group should commission a review of the current police training arrangements with a view to introducing specialist football policing training for senior officers, to be cascaded to front line personnel, and dialogue and effective communication training for all personnel involved in football-related operations.			
National Football Information Point (NFIP)				
25	The inter-ministerial co-ordination group, via the Ministry of Interior, should review and expand the role of the NFIP to create a separate unit staffed and equipped to ensure effective delivery of key international and national policing football roles, responsibilities and functions.			
Exclusion Strategy				
26	The inter-ministerial co-ordination group should (i) commission the preparation of explanatory and implementation guidance on the current exclusion arrangements; (ii) monitor closely the use and impact of the various options; and (iii) review the legal basis of the current exclusion arrangements on a regular basis, taking into account European experience and good practice.			

4 - Service				
Importance of Service Concept				
27	The inter-ministerial co-ordination group should take full account of the need to incorporate service considerations in respect of all safety and security deliberations, strategies and initiatives.			
Service: Integrated Approach and Ice Hockey Model				
28	The inter-ministerial co-ordination group should take account of the integrated approach to safety, security and service adopted in respect of ice hockey venues, and the benefits which can be achieved through the creation of more customer friendly facilities, when developing a comprehensive action plan and strategy for football events.			
Supporter Communication Strategy				
29	The inter-ministerial co-ordination group should liaise closely with the police, SFA, football clubs, SLO network, and other relevant stakeholders in developing a multi-agency supporter communication strategy.			

Preventative and Community Projects				
30	The inter-ministerial co-ordination group should continue to 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.			
5 - Increasing the Appeal of Domestic Football				
31	The inter-ministerial co-ordination group should establish a working group tasked to identify the means for enhancing the appeal of international and domestic football matches, taking into account the ice hockey model, European good practices, and the associated need to make stadia safe, secure and welcoming for all current and potential spectators.			

Visit Technical Inspection Report

Made during the

Standing Committee

Consultative Visit to Slovakia

7-8 November 2014

Technical Inspection Report - MFK Ružomberok and FC Spartak Trnava

The MFK Ružomberok stadium is shortly to undergo extensive alteration and remodelling funded by the Government as part of the stadia improvement programme. Viewing accommodation is limited to 2 sides of the stadium which have a capacity of 4,817.

During the visit the opportunity was taken to visit most parts of the stadium and a summary of comments is provided below.

Match Inspection

General comments

The stadium consists of 2 covered stands of basic construction along both sides of the pitch with no spectator viewing behind either goal. The stands are accessed by stairs from open areas at the rear. Capacity is recorded as 4,817.

The spectator accommodation is all seated with a fully segregated area set aside for 500 visiting supporters. This area is fully enclosed including pitch side, by steel barriers with access from the point of entry to the stadium to the seating deck through a steel cage.



Steel enclosure around visiting fans viewing area



entry to visiting fans areas area via steel cage

This was designated as a high risk match. This was apparent in the strength of the police presence witnessed at the match. The security operation involved 192 police officers supported by 56 security staff were on duty for a match with an expected attendance of 1900. The dominance of a high profile security policing operation does little to encourage attendance by a wider fan demographic than that witnessed on the day (male dominated 18 – 40 age range).

The recognised supporters group of MFK Ružomberok has adopted the emblem shown in the picture below which is not considered to be welcoming or conducive to attracting a wider fan base



Emblem of Ružomberok supporters group

There are no turnstiles and access is via entry gates which are managed by stewards. There is no electronic means of recording attendance.



Entry system for fans via steel gate

Exiting is by steel gates constructed of vertical steel bars. The stadium is enclosed on one side by residential property and with a mix of steel and concrete fencing around the rest of the perimeter. Security is poor with a number of points identified where breaches could occur.



Typical exit gate

Concourses are open to the rear of the stands where refreshments are served and toilet accommodation is placed.



Concourse area

Access and facilities for wheelchair spectators are located at pitch side in a remote corner of the stadium. The area is quite basic, has limited cover from the elements and accommodates approximately 10 wheelchairs



Wheelchair spectator accommodation

Whilst wheelchair users are accommodated within the stadium, access and facilities for all people with special needs were lacking. It was not established whether access appraisal or dialogue with supporters with disabilities to help determine acceptable standards is carried out in Slovakia.

Safety management/ Match control room

The stadium at Ružomberok does benefit from the provision of a match control room but upon inspection the room was used solely by the police. The stadium control room contains CCTV cameras, but no public address (PA) system (PA was delivered from another place), no turnstile monitoring, no fire alarm system, and no emergency telephone system.

Responsibility for security and safety at the event rests predominantly with the police with support from municipal police units, private security guards and club stewards. The club safety officer is a peripheral figure without radio contact with the safety and security operation relying instead upon mobile phone to deliver any instructions.

The police match commander advised that there would be 175 State Police, 17 Municipal Police, 26 private security staff and 26 stewards. The expected crowd attendance was 1900.

Within the control room there was no evidence of a documented evacuation plan and no contingency plan with various scenarios.

A police log of events was being kept in the control room but without coordination with the safety officer, security staff and stewards.

It was clear from the inspection that the police take the lead on all matters relating to stadium security. This is contrary to European good practice and it will be important to evaluate and set out the hierarchical structure in order to define divisions and limits of responsibility in accordance with European good practice of integrated command.

Physical condition

It was visible during the match inspection that elements of the structure of the stadium are unfinished with temporary barriers closing off parts of the main stand at ground floor level directly under the seating area. It was not possible to see behind these barriers and inspect the area so it was not possible to determine the level of fire separation nor any risk from accumulation of storage or materials in the vacant space.



Disused area under main stand

Also noted were elements of electrical apparatus in public areas, posing a risk of misuse or personal injury to spectators



Unprotected electrical apparatus

From basic visual inspection the tubular steel guarding and steel mesh infill panels provided at high level appeared to be inadequate in respect of European loading standards recommendations. Evaluation of all such elements of construction should be carried out to assess levels of compliance.



Barrier and guarding at high level in main stand

The general level of facilities provided for visiting fans at the stadium is most unwelcoming. Poor quality entry conditions upon arrival set the scene with transfer via steel cages to a totally enclosed viewing area. Further, facilities and the general environment provided for the refreshment of visiting supporters are of a very poor standard. The figure below shows the serving hatch where visiting fans must queue to purchase refreshments.



Service hatch for refreshments for visiting supporters

Recommendations arising from the match inspection at MFK Ružomberok

Recommendation 1 -- capacity calculations

It was not established if capacity calculations are in existence for the stadium. Therefore it is recommended that capacity calculations are either reviewed if available or prepared if not. The calculations should take account of the entry capacity, crowd circulation pattern through vomitories and aisles, holding capacity, exit capacity and emergency evacuation capacity. The outcome should then be reviewed against the physical condition and safety management competency (P and S factor assessments) in arriving at a final figure.

Recommendation 2 -- stadium appearance and facilities

The high levels of visible policing and general overall poor condition of facilities for both home and visiting supporters does little to deliver a good spectator experience. The venue is not considered to be welcoming and offers little to encourage attendance by a wider demographic of fans such as families, younger fans, female fans or those with varying forms of disability.

Whilst it is accepted that there is a need for significant police attendance at some high profile matches it is felt and recognised that high levels of visible policing can be counter-productive to achieving a safe trouble free event by encouraging an aggressive mentality amongst fans.

It is recommended that the spectator experience is considered and measures taken to improve facilities at the venue to create a more welcoming and friendly environment. Also that engagement takes place between the authorities, club, supporters groups and local community to seek to identify ways of developing a more customer friendly environment conducive to encouraging a wider fan base.

Recommendation 3 -- security of venue

A general inspection of the external perimeter of the stadium indicated many areas of weakness in preventing unauthorised access. Perimeter walls and entry gates were noted as being particularly weak for events where a maximum attendance is expected. These weaknesses could also cause breakdown of segregation of home and visiting fans. Whilst not an item of great concern on the day of the visit, it is recommended that a full assessment is undertaken of the external perimeter of the stadium and measures taken to reinforce the areas identified.

It is also recommended that targeted searching arrangements are introduced to prevent the introduction of pyrotechnics into the stadium. A match specific risk assessment should provide a control measure for dealing with activated pyrotechnics in order to reduce the risk to spectator injury.

Recommendation 4 – Access issues

An access appraisal should be undertaken together with consultation with any appropriate groups representing persons with disabilities, to ensure that appropriate facilities are provided for people with special needs.

Recommendation 5 – Safety management and control room

The overall command and control system should be reviewed to ensure that there are arrangements in place for managing incidents and that there is an understanding of what issues should be reported to match control. A system of integrated command should be developed which documents individual's areas of responsibility.

There should be a detailed safety risk assessment completed for every event held in the ground. This should be completed by a person competent in undertaking risk assessments and who has knowledge of the layout of the stadium and the safety management systems in place.

The stadium operator should take responsibility for fire risk assessments and prepare an evacuation plan and fire safety check list. A policy in respect of the fire resistance of flags and banners and one in respect of parking adjacent to seating decks needs to be developed. Such policies need to take full account of the stadium fire strategy.

It is recommended that a pre-event safety check regime be adopted and that the findings of the check are recorded along with details of any remedial action taken to address any issues identified by the check.

Emergency and contingency plans should be developed and clearly separated into two distinct documents. The emergency plan should set out the emergency service activity in the event of a major incident and the contingency plan detailing the venue management activity for a foreseeable incident.

It is recommended that radio logists for the stewarding and safety operation are situated within the match control room to record radio communication and any incidents.

A fire alarm system should be installed within the stadium with a repeater panel or computer display link installed in the control room.

The PA system should have a control option from the control room.

The entry monitoring arrangements should provide for visual readouts of current capacity in the control room.

It is recommended that a first aid room is made available for minor spectator medical treatment or injuries and that stewards are briefed on the procedures for medical attention required by a spectator, with appropriate directional signage for the facility.

The spectator safety policy should be reviewed and consideration given to including safeguarding contingencies in relation to children and vulnerable adults.

It is recommended a formal debrief and reporting of safety issues is developed to allow feedback from stewards leading to service improvements.

Recommendation 6 – Physical

A full and detailed structural appraisal should be carried out of the stadium.

The areas covered should include but not be limited to the structure of the stands, including all barriers and guarding and any other associated structures to ensure compliance with national and international legislation and guidance.

An audit of the physical structures should be undertaken to highlight and address the design details, and seek to identify and reduce the risk of trip/fall hazards caused by design.

Consideration should be given to providing distinctive colour contrasting, non-slip nosing to radial gangways.

All emergency escape route signage should be audited and brought up to current standards.

National report Slovak Republic

Bratislava, 23 September 2014

Slovak national report to the Consultative Visit of the Standing Committee of the Council of Europe to the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches

(Bratislava, 23. September 2014)

1. An English version of all relevant laws and rules applicable to sport events safety and security in general, and in particular high profile sport events like important football matches

- a) **The act No. 1/2014 on the organization of public sports events and on amendments to certain acts**¹ (Annex of the national report)
- b) **A list of other legislation relating to the agenda**²

The act No. 300/2005 - Penal Code

Provisions related to fan violence include: § 8-11, § 15-18, § 22, § 24, § 25, § 37, § 51, section 3, letter a) and section 4 letter k), § 62a, 72a, 72b, § 112a, § 121 section 8, § 122 section 14, § 138-140a, § 348 and § 364.

The Penal Code defines the term "public event" and "an offense committed in connection with participation in public events", which leads to a new kind of punishment - a ban on participation in public events.

The Penal Code also provides the possibility to impose the offender at the time of the concrete public events to show-up in the police department in the place of residence.

The Penal Code regulates as an aggravating circumstance if the offender commits the offense as a member of the group during transfer to the venue or from the venue of the public event, or if the committed offense is based on affiliation to the sports club.

The Criminal Code regulates as one of the types of punishment - a ban on participation in public events, which can be imposed up to ten years if the offender commits an intentional offense in connection with participation in public events.

Illegal activities of persons and groups during sport events are largely associated with crimes such as:

- § 140a – Extremism
- § 147-148 - Slaughter
- § 149 - Killing
- § 155-157 - Bodily harm
- § 189 – Extortion
- § 211 - Endangering moral education of youth
- § 245-246 - Damage of property of another
- § 323-325 - Attack on a public official

¹ Translated by SFA

² Prepared by Peter Sepeši (General Prosecution Office of the Slovak Republic)

- § 337 – Incitation
- § 359 - Violence against a group of inhabitants
- § 360 - Dangerous threats
- § 363 - Alcoholism
- § 364 - Disorderly conduct
- § 371-372 - Endangering morality

Organizer of the event, the main organizer, organizer, safety manager, employee of the security service, the supervisor of the municipality, a member of the municipal police, police officer, delegate of the federation, volunteer who performs tasks in the organization of public sports events have an increased legal protection.

For the purposes of the Penal Code, these persons are considered as "protected persons".

Act No. 301/2005 - Code of Criminal Procedure (especially § 6, 82, 204, 216, 353, 444a)

Code of Criminal Procedure allows to treat the misdemeanours, which are generally all crimes committed in connection with participation in public events through:

- conditional suspension of criminal proceedings
- so-called superfast shortened investigation (prosecution with the accused must be brought to the court within 48 hours of detention, which will decide within 48 hours normally with a penalty notice)

If a person is not taken into custody, the judge may impose to the accused person to fulfil restrictions and obligations such as:

- (Preventive) ban on participation in specified public events
- Prohibition of travel abroad
- A ban on performing activity in which the crime was committed
- A ban on visits to specified places
- A ban on moving away from the place of residence except for limited terms
- Obligation to show-up at the public authority appointed by the court (e.g. a police station) periodically or at a specified time (during a public event)
- A ban on contact with specific persons

Decisions of law enforcement authorities are delivered to the administrator of the information system for security at sports events.

Act No. 372/1990 - Offence Code (especially § 2-4, 17, 21, 47, 47a, 48-52, 55)

- § 47-48 – an offense against public policy
- § 47a – an extremism offense
- § 49 - an offense against civic coexistence
- § 50 - an offense against property

Act No. 171/1993 on the Police Force

Act No. 8/2009 on Road Traffic (especially § 39 and § 140)

Act No. 135/1961 on Roads (Road Act) (especially § 8 section 13)

Act No. 369/1990 on Municipalities (especially § 4 and § 19)

Act No. 564/1991 on the Municipal Police

Act no. 377/2004 on the Protection of non-smokers (especially § 7-12)

Decree No. 525/2007 of the Ministry of Health of the Slovak Republic specifying requirements for physical educational and sports facilities

Act No. 473/2005 on service in the private security sector and on amendments to certain acts (Act on Private Security) (especially § 2, 3, 8, 14, 49-52)

The Act regulates specific competences of employees of private security service, who are at the events with the special regime. Private security service is a mandatory part of the organizing service (at least 20% of all members, at the risk events 50% of all members)

Decree of the Ministry of Health No. 10548/2009-OL from 11.03.2009, specifying details of emergency medical service in the stadiums during matches

Act No. 314/2001 Z.z. on Fire Protection and on amendments to certain acts

Decree of the Ministry of Interior No. 121/2002 on Fire Prevention and on amendments to certain acts

Decree of the Ministry of Interior No. 719/2002 establishing the characteristics of portable and mobile fire extinguishers and conditions of their operation and ensuring of the regular inspection

Decree of the Ministry of Interior No. 699/2004 on supply buildings with water for extinguishing fires as amended by Decree No. 562/2005

c) List of internal regulations³

Ministry of Interior of the Slovak Republic

Regulation of the Minister of Interior of the Slovak Republic No. 64/2002 on international cooperation of the Police Force at international football matches or other international sports events

Regulation of the Minister of Interior of the Slovak Republic No. 66/2011 on the procedure of police stations and departments of the Ministry of Interior of the Slovak Republic in the field of combating crime, extremism and spectator violence on amendments to certain acts

³ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic) and Peter France (Slovak Football Association)

Slovak Football Association

Methodical recommendation for security managers of football clubs

Guide for the organizer (pocket working tool) 2014

Directive of the Slovak Football Association on Information System and on safety at sports events

Administrative and visiting order of the Slovak Football Association (valid from 1 June 2014)

Disciplinary Order of the Slovak Football Association

Schedule of competitions of the Slovak Football Association (17 June 2014)

Schedule of competitions of the League Clubs Union, address book of clubs of Fortuna league

2. National report covering (in summary) the following fields:

a) Coordination mechanism in Slovak Republic concerning safety and security (at national and local level) ⁴

The most important coordination mechanism in the field of safety and security at sports events in the Slovak Republic is the inter-ministerial working group of experts to eliminate racially motivated crime, extremism and fan violence.

The resolution No. 368/2006 of the Slovak Government, which approved the Conception of combating extremism. On 6 March 2008 was set up multidisciplinary integrated group of experts to eliminate racially motivated crime and extremism. On 18 December 2013 has been extended scope of the group and added the area of fan violence in order to:

- suggest systematic measures aimed at protecting citizens and society from antisocial acts of extremist individuals, groups and movements
- design and implement within the current legislation appropriate effective way of sharing information on expressions of extremism and fan violence
- coordinate activities related to taking measures to eliminate expressions of extremism and fan violence
- exchange information on new forms, methods and ways of committing racially motivated crime, extremism and fan violence
- share information and data from information systems according to valid norms and generally binding legal regulations
- set up joint investigation teams in dealing with concrete serious cases in the field
- cooperate in the development and implementation of preventative projects
- cooperate in the educational programs and training of employees of institutions involved in the fight against extremism and spectator violence

⁴ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic)

- cooperate in editing and distribution of methodical publications dealing with racism, discrimination, xenophobia and intolerance, fight against extremism and spectator violence

To achieve the set objectives assists a group composed of:

- Ministry of Interior of the Slovak Republic
 - Department of Extremism and Fan Violence of the Criminal Police Office of the Police Presidium
 - Department of Riot Police of the Police Presidium
 - Department of Communication and Prevention of the Police Presidium
- Ministry of Education, Science, Research and Sport of the Slovak Republic
 - Research Institute of Child Psychology and Pathopsychology in Bratislava
 - State Pedagogical Institute in Bratislava
- Ministry of Justice of the Slovak Republic
- Ministry of Culture of the Slovak Republic
- Ministry of Labour, Social Affairs and Family of the Slovak Republic
- Ministry of Health of the Slovak Republic
- Ministry of Defence of the Slovak Republic
 - Military Police
 - Military Defence Intelligence
- Ministry of Transport, Construction and Regional Development of the Slovak Republic
- Ministry of Finance of the Slovak Republic
- General Prosecution Office of the Slovak Republic
- Slovak Information Service
- Directorate for Human Rights and Minorities of the Government Office of the Slovak Republic
- Slovak National Centre for Human Rights
- The union of towns and cities of Slovakia
- Non-governmental organizations:
 - People against Racism
 - Citizen and Democracy
 - League of Human Rights Advocates
 - Open Society Foundation
 - Slovak Football Association (od 01.01.2014)

Multidisciplinary integrated group of experts to eliminate racially motivated crime and extremism was transformed under the Committee for the prevention and elimination of racism, xenophobia, anti-Semitism and other forms of intolerance, the Government Council of the Slovak republic on 27. June 2011.

There has been also established an interministerial working group of experts to eliminate racially motivated crime and extremism, chaired by Director of extremism and spectator violence of the Criminal Police Office of the Police Presidium.

The group is currently composed of representatives of the following institutions:

- Ministry of Interior of the Slovak Republic
- Ministry of Defence of the Slovak Republic
 - Military Police
 - Military Defence Intelligence
- Ministry of Finance of the Slovak Republic
 - Financial Directorate of the Slovak Republic
- Ministry of Justice of the Slovak Republic
- Slovak Information Service
- General Prosecution Office of the Slovak Republic

b) Responsibilities and competences of all stakeholders involved (public – private, local and national authorities, etc.) – Relevant provisions of the Act No. 1/2014⁵

Bodies involved in organizing public sports event

- organizer (sports club, association, municipality, or other person) § 4, § 6, § 7, § 20, § 21, § 22
- legal representative or other person authorized to act on behalf of the organizer
- Organizing (matchmaking) service - § 8 - 14
- Main organizer (steward) - § 10
- Security Manager § 11
- Stewards § 12
- Employee of the private security service - Act No. 473/2005 on service in the private security sector
- Organizer with a certificate of professional competence
- Volunteer - Act No. 406/2011 on volunteering
- Municipality - § 5, § 17
- Supervisory authority of the municipality § 17 sections 5 - 7
- Municipal police - § 7 section 2, § 8 section 3, § 20 section 6 and 7
- Community as organizer - § 28
- National sports federation
- Association delegate § 19
- referee of the meeting
- Administrator of the Information System of the security at sports events § 22, § 23
- Police Force - § 7 section 2, § 18, § 20 section 6 and 7, § 22 section 8 letter b), f), h), j), § 27, - activity covered by the Police Presidium
- Department of Riot Police (deals with all fan infractions)
- Department of Traffic Police (manages traffic and ensure the necessary traffic restrictions)

⁵ Prepared by Žaneta Surmajová (Ministry of Education, Science, Research and Sport of the Slovak Republic) and Peter Sepeši (General Prosecution Office of the Slovak Republic)

- Department of Railroad Police (deals with infractions during the transfer of fans)
- Department of Extremism and Fan Violence (monitors the use of signs, symbols and signs of fan violence in particular at risk events)
- Department of Criminal Police (operational quest of perpetrators of offences)
- Office of Border and Alien Police (administrative expulsion of hooligans)
- Department of protection of objects (CCTV)
- Office of private security services (Employees of the private security services)
- International Police Cooperation Bureau (Europol, Interpol)
- District authorities - decide administrative offenses of organizers, who are legal entities or natural entities - entrepreneurs (§ 24)
- Public Prosecutor's office
- Courts - § 62a of Penal Code, § 6 section 6 and § 444a of Criminal Procedure Code
- Fire protection

c) Police structure, especially in the field of security at sport events and football matches in particular⁶

Ministry of Interior of the Slovak Republic

On the issue of spectator violence in terms of safety participates Police Force of the Slovak Republic.

In the division of criminal police is in charge of spectator violence Department of Extremism and Fan Violence of the Criminal Police Office of the Police Presidium (hereinafter referred to as “Department of Extremism“)

Department of extremism methodically manages and coordinates the activities of the police departments involved in solving the fan violence, where inter alia provides also international police cooperation as NFIP (National Football Information Point).

In solving fan violence are also involved:

- Department of Riot Police
- Department of Traffic Police
- Department of Railroad Police (their regional and district directorates).

Department of extremism is working closely with state and local authorities, non-governmental organisations (such as civic associations, sports clubs, security managers of clubs, etc.).

An important task is to ensure public order (preparation of security measures) at public sports events. This task ensures Department of Riot Police of the Police Presidium.

Besides Riot Police deals with this topic also Department of Railroad Police of the Police Presidium (hereinafter as “Department of Railroad Police“) which centrally provides and coordinates the activities of individual departments of Railroad Police at lower levels.

⁶ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic)

Their activity (in direct responsibility) consists of ensuring escorting fans of sports clubs, who are coming to the matches with trains (passenger transportation) and ensure the fulfilment of tasks in railway stations of origin and destination of these trains.

d) Role and competences of match commanders, spotters, intelligence officers – specific training schemes⁷

In the Slovak Republic the duties and competencies of organizers in organizing public sports event are regulated by the act No. 1/2014 on the organization of public sports events and on amendments to certain acts (hereinafter referred to as "Act").

This Act regulates, inter alia activities, competencies and responsibilities of steward (member of the organizing services), the role of the municipality and the police force, obligations and prohibitions for event participants, conditions to ensure security at the event, responsibility and sanctions for breaking obligations established by this Act.

Activities and tasks referred in the resolution of the Council. 2010/C 165/01 - Council Resolution of 3 June 2010 concerning an updated handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved fulfils the Police Force of the Slovak Republic (hereinafter referred to as "police") based on the internal regulation - Regulation of the Minister of Interior of the Slovak Republic No. 64/2002 on international cooperation of the Police Force at international football matches or other international sports events as amended.

Based on the fundamental principles of the Council Resolution purpose is:

- enhance safety and security at football matches with an international dimension, and in particular to maximise the effectiveness of international police cooperation
- its content, where appropriate, can also apply to other sporting events with an international dimension
- its content is without prejudice to existing national provisions, in particular the competencies and responsibilities of the different agencies within each Member State
- although this document is mainly focused on international police cooperation, in view of the multi-agency character of managing football (and other sporting events), there are references to police interaction with other key partners such as the event organiser
- international police cooperation and football policing operations must be guided by the principles of legality and proportionality
- whilst the competent authority in the organising Member State is responsible for providing a safe and secure event, authorities in participating, neighbouring and transit states have a responsibility to assist where appropriate

⁷ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic)

e) Policy on policing football matches (inside – outside stadiums) – procedure of risk assessment⁸

On 30 January 2013 was approved Resolution No. 44/2013 Conception for combating spectator violence for the years 2013-2016 (hereinafter referred to as "conception") by the Slovak Government, which is based on sub-objective No. 2, activity No. 1, item No. 5. of the Conception for combating extremism for the years 2011-2014 (approved by Resolution of the Slovak Government No. 379 from 8. June 2011). The conception was an initiative proposal of the Ministry of Interior of the Slovak Republic (hereinafter referred to as "Ministry of Interior").

The conception is document of long-term nature which defines the objectives and specifies their concrete actions. The aim is to create an effective system of measures and activities aimed at protecting citizens and society from antisocial acts in the context of spectator violence in the years 2013 - 2016 at all sports events.

From all issues was identified one general objective, which is the progressive elimination of fan violence at all places and levels.

To achieve the general objective were identified sub-objective:

- amendments of existing mechanisms
- prevention from spectator violence
- systematic and lifelong learning
- increasing of legal awareness and public awareness
- implementation of commitments under international conventions and treaties on fan violence.

Within the conception have been proposed sub-objectives which include tasks such as:

- acquiring, collecting and evaluating information related to spectator violence and to security threat of fan violence in the Slovak republic and abroad, providing relevant findings to competent bodies
- through preventive measures to raise awareness about the issue of fan violence
- monitor current situation of fan violence in the Slovak Republic through media

Monitoring of media focusing on spectator violence (racism, xenophobia, anti-semitism and other expressions of hate and superiority at sports events) is provided by the **Institute for Intercultural Dialogue**.

On 8 June 2011 Slovak Government approved with Resolution No. 379/2011 the Conception of combating extremism for the years 2011 - 2014 (hereinafter referred to as "conception"). In the process of creation of conception respective government authorities were contacted. In the preparation of conception Multidisciplinary integrated group of experts focused of elimination of racially motivated crime and extremism participated in this process. It was

⁸ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic) and Peter France (Slovak Football Association)

established at the Interdepartmental Coordination Body for Combating Crime and the Government Office of the Slovak Republic.

Conception is divided into two parts. The first part includes evaluation extremism in the Slovak Republic and activities divided into items that will be fulfilled by the responsible authorities until 2014 in order to fulfil the sub-objectives of the conception. By identifying issues related to extremism was set general objective "elimination the causes, expressions and consequences of extremism and racially motivated crime." To achieve the general objective were set sub-objectives:

- amendments of existing mechanisms
- effective protection against extremism and racially motivated crime
- systematic training of relevant professional groups, which have impact on the prevention of extremism and racially motivated crime in the exercise of their profession
- increasing of legal awareness and public awareness
- implementation of commitments under international conventions and treaties on extremism and racially motivated crime

Currently runs preparation of the new conception for the years 2015 - 2018, based on the experiences and knowledge from the conception for the years 2011 - 2014.

Both conceptions are handled (consulted and professionally guaranteed) through the Multidisciplinary integrated group composed of representatives of all central government authorities, national sports associations, where each entity plans in its field its tasks for the elimination of expressions of fan violence for a period of four years.

If setup mechanisms were unsuccessfully implemented in practice, this group takes measures to revise them and then adopt new measures to put them into practice.

The group meets when necessary but at least once a year.

f) Evidence gathering strategy⁹

Ministry of Interior of the Slovak Republic

The essential documents that solve gathering of information in terms of security and police activity is the Act No. 171/1993 on the Police Force (hereinafter referred as "Act on Police"), which imposes a duty to police to fulfil tasks in the field of public order, security, fight against organized crime, including its organized and international forms and tasks, which result for the police from international commitments of the Slovak Republic.

The gathering information strategy is specified in § 69 to § 69c of the Act on Police, where police under this Act processed information and personal data collected in the performance of

⁹ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic) and Peter France (Slovak Football Association)

police tasks, including information and personal data provided from abroad within the inevitable range for their fulfilment. The police are entitled, if necessary for the performance of its tasks, to produce audio, video or other records from the publicly accessible places and audio, video, or other records from the process of police activities or actions.

Another important document that refers to the strategy of gathering information is the Resolution of the Council. 2010/C 165/01 from 3 June 2010 concerning an updated handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved. In this case, the police is also the focal point - workplace of NFIP (National Football Information Point).

On the base of mentioned document gathering information in relation to public sports event is divided into three phases:

1. phase - before the event:

- risk analysis related to fans of the domestic and the visiting team
- other relevant information concerning the safety and protection in connection with the event, for example details of the trip of fans
- NFIP of the organizing host country and provide information on current legislation and regulations respectively acts of the country (e.g. regulation regarding alcohol consumption), information on organization of events, as well as key staff in terms of safety and security
- all relevant information are given to other concerned NFIP and put on the NFIP website via the appropriate forms
- At the operational level the NFIP of assistant country or countries is requested to provide timely and accurate information relating to the movement of risk and non-risk fans, information of the participating team (if there is a threat), information regarding ticket sales, as well as other relevant information.
- NFIP of the organizing country provides to NFIP of assistant country (countries) information particularly on the integration of the visiting police delegation to the police operation of the organizing country, as well as information for visiting fans, etc.

2. phase - during the event:

At the operational level the NFIP of the organizing country requests for confirmation of the provided information and for an update of risk analysis. The request is forwarded and responded through system of liaison officers if such a system has been created.

On the tactical level the NFIP of the organizing country comments on the accuracy of the provided information.

NFIP of the country of origin and transit countries are provided with general information on the return of fans, and even on all those who have been expelled and/or refused entry.

3. phase - after the event:

NFIP of the organizing country provides (through the appropriate forms on the NFIP website) to NFIP of the assistant country information:

- about the behavior of fans so that NFIP of their country or of the club they support, and/or of the country or the city where they live, could update the risk analysis
- concerning the description of any incident. Information on detentions or sanctions are exchanged in accordance with national and international law
- about the usefulness of the provided information in operational terms and the support of the visiting police delegation.

Slovak Football Association

In connection with the mentioned point it should be pointed to the statutory provision of § 1 section 7 of the Act No. 1/2014 on the organization of public sports events and on amendments to certain acts, which was added in the new legislative changes and highlights the most important provision of the Act, which is the mutual cooperation of all subjects under this Act involved in preparing, organizing and supervising the process of public sports events so that the right to peaceful assembly in public places is not limited, except the measures necessary to protect public order and events security.

In this context, Slovak Football Association before, during and after the football match realize through responsible persons (the SFA delegate of meeting, the main organizer - the main steward and the security manager) operations for the evaluation and identification of risk event, screenings to participation of risk event participants and ensures security settings measures in collaboration with the Police Force and the municipality in the most efficient way. On the base of provision § 21 of the above mentioned act organizer of risk events and event organizer of the top national football league in the adult category is required to set up at the entrances and exits of sports facility and in the areas of sports facility a CCTV system, which ensures continuous monitoring of the stadium and the identification of a natural entity, and whose record upon written request is to use by the authorities active in criminal proceedings as evidence.

If necessary, as the evidence is considered also the testimony of members of stewarding services (main organizer - main steward, security manager or steward) which ensure the smooth running of the event. During the procedure of risk matches the organizer is obliged by law to designate the security manager, who is responsible for close cooperation and coordination of the flow of information to the Police Force and the municipality and on the basis of their close cooperation are evaluated or reviewed security risks (mainly on the basis of information from the police) to indicate risk events, participation of risk fans and expected security incidents in connection to the event. If there is a security incident in the stadium, stewarding service is entitled under the above mentioned act to escort the person from the stadium and to prohibit his/her further participation in the event. If there is more serious incident, where a suspicion of a crime, stewarding service is is entitled to restrict his/her personal freedom and obligated to immediately commit him/her to members of the Police Force.

If the case of risk matches organizer is required in writing or in electronic form to request the Police Force for cooperation or the Police Force under a written agreement with the organizer can provide cooperation in performing tasks of stewarding services. SFA delegate as supervisor of the event is entitled to produce audio, video or other records from the publicly accessible places and audio, video, or other records demonstrating inappropriate activity or behaviour of participants in the event. In connection with breaking the administrative and visiting order of the stadium or the obligations of participants steward is entitled to require proof of identity of participant, record and submit these data to the authority entitled for the processing of data in the Information System of the Security in Sport Events (IS SSE "Evidence of offenders" where the administrator of this evidence is the SFA under act No. 1/2014).

- g) **Some facts and figures, for example on first and second League + international matches: average police deployment, number and type of incidents, number of troublemakers identified, number of troublemakers sanctioned + what kind of sanctions**¹⁰

Ministry of Interior of the Slovak Republic

Offenses of spectator violence and extremism according to MAKOP¹¹											
		Year	BA	TT	TN	NR	ZA	BB	PO	KE	SR
Offenses files diary	Overall										
	Extremism offenses (Act No. 372/1990)										
	Spectator violence offenses (Act No. 1/2014)	2014	20	11	0	0	2	1	0	0	34

¹⁰ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic) + Statement of the Ministry of Justice of the Slovak Republic

¹¹ MAKOP (Management of proceedings concerning offences) - Information System for evidence of offences

	Detection rate in %										
	Block procedure paid in place										
	Block procedure unpaid in place										
	Deferred										
	Relegated elsewhere										

Statement of the Ministry of Justice of the Slovak Republic

The Ministry of Justice of the Slovak Republic unfortunately does not have the statistics on the number of prisoners and the sanctions imposed for offenses committed in connection with proceedings of football matches (JUDr. Sviežený Richard, director of department of criminal law legislation).

h) Some facts and figures concerning stadiums: private or public ownership, safety capacity of the stadiums, average attendance¹²

In connection with the mentioned point it should be pointed especially on numbers and statistical indicators of the two highest football leagues in the adult category, where statistical numbers are regularly reported in the annual reports of SFA and League Clubs Union, which covers the highest league in football. The average attendance in the top league is in the last three years around 2,300 spectators and in the second top league around 600 spectators. Ownership of stadiums in the top league in football usually 50% of private property and 50% public property. In the second highest league in football it is around 90% of the public property of football stadiums. Security capacity of stadiums is determined on the basis of valid documents of stadiums, whereby each stadium must meet the infrastructure conditions specified by the SFA Commission for stadiums and fields. Security capacity of stadiums in the highest league is from 2,700 to 10,000 seats.

i) Safety and security organization of sport events and football matches in particular: integrated command, cooperation between clubs and police, etc.¹³

In connection with the preparation of safety measures during organizing football event is usually responsible for organization of event the main steward (main organizer) and the security manager, who perform tasks under the act No. 1/2014, where the main steward (main organizer) organizes and manages stewarding services (and ensures the fulfilment of tasks under the instructions of organizer) and security manager in conjunction with the main

¹² Prepared by Peter France (Slovak Football Association)

¹³ Prepared by Peter France (Slovak Football Association)

steward prepares, manages, performs and evaluates security measures at the place of the event. The security manager must always be compulsorily designated by the organizer of the event in case that the event was marked as an event with special regime within the meaning of § 2 letter d) of the Act No. 1/2014. Security manager during the event and under the Act determines the security measures and where appropriate ensure cooperation and coordination among stewarding services, the Police Force and municipal police. Security manager coordinates the exchange of information with the commander of the security police action, organizes on behalf of the organizer security consultations, requests the Police Force for cooperation in the case of a risk event in writing, reviews the risk rate of the event along with the Police Force, the National sports association, municipality and in the case of international football meetings also with international football associations. Security manager evaluates the effectiveness of security measures and suggests ways to improve them. He informs the representatives of the club, representatives of the National Sports Association about the committed security incidents and illegal activities during the organization of sports events.

j) Tasks, competences and responsibilities of the safety officer + training¹⁴

Tasks, competencies and responsibilities of the security manager are prescribed by the act No. 1/2014 in § 11, Where is authorized by law as one of the entities to perform stewarding services along with the main steward (main organizer) and stewards.

Preparation of the security manager consists mainly:

- in cooperation with the event organizer evaluates the risk rate of the event.
- on the base of this risk rate the organizer launches the notification the event takes place and indicate what kind of event it is (international, risk, non-risk, under the special regime, or other under the act)
- set in cooperation with the organizer the expected number of spectators
- suggests the placement of spectators at the event, domestic sector and the sector of guests, usually against each other
- sets the total number of members of stewarding service/number of qualified employees of guard service under the act (or written request to the municipality to reduce the number of stewarding service, if the objective obstacles do not allow the deployment of such number of members of stewarding service and if the municipality decides otherwise)
- provides his/her contact information in regard to cooperation with stakeholders in the organization of sports event
- in cooperation with the event organizer sets the security measures that event organizer performs by himself/herself and the security measures which proposes to undertake in cooperation with other stakeholders (by himself/herself especially the number of admissions/tourniquets for the domestic sector/guests sector, mixed zone, the deployment of forces and technical devices of stewarding services, logistics, VIP entrances, separation of fan sectors - personally or technically,

¹⁴ Prepared by Peter France (Slovak Football Association)

parking in the stadium facilities, season-tickets, VIP season-tickets, facilities for ticket sales on the place, inspection of the alcohol sale, if the municipality has not prohibited the use of fireworks, preparing of fireworks containers, trash cans, deployment of the administrative and visiting order of the stadium, provision of public radio equipment, other ...)

- evaluates the risk rate of the event (see separate item)
- in the evaluation of risk events cooperates, especially with the security manager of the football club of guests and also with the two coordinators for contact with the fans - Supporter Liaison Officers
- before the risk event by mutual agreement between the clubs may propose selection of an agreed number of stewards from the club of guests and their inclusion in the security measures of event with aim of practical and methodical assistance in the event
- in the event with a special regime ensures coordination of the information flow in close cooperation with the Police Force and the municipality
- in cooperation with the main steward (main organizer) before the event provides training for members of stewarding service
- set in the stadium area places selected for first aid and treatment of injured persons
- ensures in cooperation with the Police Force checklists of fans, when tickets were issued on the name and surname, controls if there are not persons who have prohibition to participate in the event under the act or a special regulation, the data also verifies in the IS SSE
- ensure with the main steward (main organizer) a sufficient number of reflective jackets for stewards
- plans security measure in order to ensure access to the venue of the event for prompt action by the order service, fire brigade and emergency medical service
- before the event studies again evacuation plan of stadium and procedures in case of critical incidents
- controls the functionality and accessibility of the CCTV
- carries out the check of the event venue and in case of defects informs the organizer to remove dangerous objects, or propose a solution of the problem
- verifies the functionality and access to information system (IS SSE) and prepares a copy for the needs of stewarding service, if it is a risk event
- attends the meetings with the participation of all stakeholders under the Act, if it is a risk event
- on the basis of cooperation with the police force before the event agrees the procedures of surrender of persons, which will be brought out of the stadium for breaking internal rules or are suspected of committing a crime or an offense (safety manager with the commander of the security police force measures agreed method and conditions of surrender of persons, place, way of communication - a cell phone, walkie-talkie, submission of documentation about the committed crime, others..)
- provides cooperation in coordinating the information flow concerning the movements of fans during sports events

- other tasks

k) Tasks, competences and responsibilities of the stewards + training¹⁵

Tasks, training, the issue certificate of the steward, competences and responsibilities of members of the stewarding services are in provisions § 12-15 of the act No. 1/2014, where as one of the entities is authorized by law to carry out stewarding services along with the main steward (main organizer) and stewards.

Statement of the Slovak Basketball Association and Slovak Handball Federation

Trainings of stewards of the Slovak Basketball Association and the Slovak Handball Federation run by the standards of the Slovak Football Association.

Slovak Ice Hockey Federation did not provide statement.

l) Applicable rules concerning stadium inspections, licensing, safety certification¹⁶

Stadiums of football clubs must have a valid "proof of safety and capability of stadium - security certificate" and valid "Passport" of stadium/field approved the SFA Commission for stadiums and fields, which conditions for the infrastructure of stadiums are based on UEFA directives for infrastructure of stadiums from 2010. Stadiums in the top league in football are categorized as "category 2" and in the second league as "category 1" under the UEFA directive. Other stadiums/fields have valid only "passport" and "security certificate", which must be approved by the police, fire brigade, structural designer, Office of Public Health and the Commission for stadiums and fields. Security certificate is issued with a validity of two years and passport stadium with a validity of four years.

m) Contingency planning – evacuation exercises, etc.¹⁷

In the evaluation of risk rate of the event organizer delegates a natural entity (the main steward or the security manager), which marks the risk rate of the event, whereby these entities consider mostly information that is obtained from relevant facts according to the Methodical recommendation for security managers of football clubs of the Slovak Football Association. To mark a risk event is authorized along with the organizer also the Police Force and the National sports federation under the Act.

¹⁵ Prepared by Peter France (Slovak Football Association) + Statement of the Slovak Basketball Association and Slovak Handball Federation

¹⁶ Prepared by Peter France (Slovak Football Association)

¹⁷ Prepared by Peter France (Slovak Football Association)

In determining the risk rate of the event are considered mainly:

- number of risk fans (Ultras, Hooligans)
- number of risk fans from foreign twinning (Czech Republic, Hungary, Poland, Austria or other, if information on the support and participation is known), where delegated natural entity cooperates with NFIP of the Department of Extremism and Fan Violence of the Criminal Police Office of the Police Presidium through relevant regional or district Police Directorate in ensuring coordination of information flow during international football matches (UEFA EL/CHL)
- total number of spectators
- current national, ethnic or historical conflict (e.g. the use of national flags at the club matches, which can provoke riots of fans)
- the rivalry between clubs (historical, according to the orientation of fans, right-wing or left-wing risk fans, national problem or other.)
- from previous incidents of club fans (problems at the stadium or outside the stadium)
- transfer tactics of fans (if they come individually or they all march together to the stadium, ensuring of parking, transfer of sports teams, crowds in front of tourniquets which result to weaker body checkings, an increased number of incidents at the entrance increases the aggression of participants in the event)
- fan violence (aggressive behaviour, damage of property, burning scarfs, flags, banners, riots from previous events)
- racist expressions, including the use of banners, symbols, flags, signs, or verbal expressions that lead to the oppression of fundamental rights and freedoms of citizens
- probability of presence of domestic fans in the sector of guests (mutual attacks of the risk fans/participants of the event)
- previous entry on the play field (of aggressive character or for fun)
- problems with alcohol (excessive alcohol use of some fans who are not risk fans, but because of excessive ingestion they are a threat to public order)
- the use of weapons, offenses tactics against stewarding service
- the behaviour of fans towards organizing service
- the current political tension/use of various banners
- the use of pyrotechnics (during movement, around the stadium, in the stadium)
- participation of fans without tickets in events, fake tickets (resulting in the presence of several persons in front of the stadium with aim to get to the event, it increases demands on services of members of stewarding service and results in solidarity between risk fans to encourage others to get to the event, what often leads to public disorder)
- drug use by participants of the event (resulting in aggressive behaviour and subsequent criminal offenses)
- other possible threats

n) Cooperation with fire brigade and medical services¹⁸

With regard to the organization of public sports events SFA always works closely with the Fire and Rescue Service and with medical services. According to the Act No. 1/2014 in organizing events in the sports facility, where is expected participation of 4,000 and more spectators, there must be set up at least two places of medical assistance with medical professional inside the sports facility. For other events there must be set up at least one place of medical assistance with medical professional or with a person who has obtained a certificate from an accredited first aid course.

o) Role and structure of fan groups¹⁹

Obligations and prohibitions for participants in sports events are determined in § 15-16 of the Act No. 1/2014. In connection with the structure of fan scene in the Slovak Republic fan categories can be divided into 3 groups, the risk fans - soccer hooligans, ultras - potential risks fans and non-risk fans.

p) Hospitality and service policy towards fans²⁰

Slovak Football Association within the development strategy of football and ensuring the smooth running of football matches tries to fully ensure safety, security and comfort for all participants of football matches and its priority is to secure the same services in domestic sector as well as in the sector of guests in regard to food, sanitary facilities, comfort in the tribunes, approach of members stewarding service in order to welcome fans with a smile on behalf of the club and create the most comfortable conditions for the spectators in the stadium.

q) Media and communication strategy²¹

During the preparation for the football match, during and after football match Slovak Football Association tries to respect the principle of common media policy for all stakeholders, which should be objective, factual, flexible and should exclude useless conflicts. The aim of this media policy is to exchange information on safety, inform the public of police measures and the steps that national association and the police undertake in the case of expressions of fan violence in order to discourage spectators from unlawful conducts with the fact that this action is unacceptable and will not be tolerated. Media policy is carried out in order to strengthen the element of trust in the organizer of football matches and strengthen the public sense of security and made the potential troublemakers to suppress their tendency to expressions of fan violence.

¹⁸ Prepared by Peter France (Slovak Football Association)

¹⁹ Prepared by Peter France (Slovak Football Association)

²⁰ Prepared by Peter France (Slovak Football Association)

²¹ Prepared by Peter France (Slovak Football Association)

r) Preventative projects²²

Slovak Football Association

Slovak Football Association in cooperation with the League Clubs Union and clubs realised a number of small projects related to the prevention of violence in football stadiums. They mostly consist of education, training and methodical activities for employees of stewarding services (main steward, security manager, steward). In connection with the realization of UEFA project in all clubs of the highest football competition were established SLO positions (coordinators for contact with the fans - Supporter Liaison Officers) which provide communication and coordinate activities of fans with the club.

Directorate General for Regional Education, Ministry of Education, Science, Research and Sport of Slovak Republic

Content and output standards, which are part of state education programs in elementary and secondary schools do not contain specific requirements for knowledge and skills of students, which include violence in stadiums.

However, there could be noted that Directorate General for Regional Education works closely with the Ministry of Interior in the field of crime prevention (Crime prevention strategy) and prevention of extremism (Conception for combating extremism for the years 2011-2014), proposals to new prepared conception. Directorate General for Regional Education gives recommendations in the annually updated Educational and organizational directions particularly in the part on safety and prevention. Directorate General for Regional Education has also representative in the Committee on the prevention and elimination of racism, xenophobia, anti-semitism and other forms of intolerance and provides support for www.bezpre.sk website, which is devoted to the safety of children in schools, prevention of undesirable phenomena and health promotion.

The cross-sectional area of personal and social development, which is part of state education programs for primary and secondary schools supports with its content prevention of socio-pathological phenomena, including aggression of pupils and help them to develop personal and social competences.

On education to pro-sociability, which is reflected in moral attitudes and behaviour regulation of pupils is focused also ethics and religious education as a compulsory optional subjects in primary and secondary schools.

Department of youth, Directorate General for Sport and Youth, Ministry of Education, Science, Research and Sport of Slovak Republic

Campaign "No hate speech movement on the internet" has a European dimension and takes place with the active involvement of non-governmental and governmental organizations

²² Prepared by Peter France (Slovak Football Association), Directorate General for Regional Education and Department of youth of the Directorate General for Sport and Youth, Ministry of Education, Science, Research and Sport of Slovak Republic

active in the field of youth in the Slovak Republic. The main aim of the campaign is to increase awareness and involvement of young people in the fight against hate expressions in internet, as well as the consequences that this phenomenon represents. Official patronage of the entire campaign has the Directorate General for Sport and Youth - Department of Youth, which on the initiative of the Council of Europe set up a National Committee of campaign against hate expressions. The members of the committee were nominated by the Minister of Education.

Campaign "No hate speech movement on the internet" is realized through online and offline form. Online form is realized through tools prepared by the Council of Europe, such as online education for young people, a handbook for primary and secondary schools and the active promotion of campaign through social networks. Offline form is carried out through many attractive activities (participation at summer festivals, focus on the fight against hate expressions in sports, competitions for the best video, drawing, story on the topic, promotional and educational materials, trainings for bloggers and moderators of internet platforms involving wide youth public. Particular emphasis is given to the use of non-formal education in the work with youth in the campaign through existing national projects "KomPrax" and "Praktik" that realises IUVENTA - Slovak Youth Institute, through the education of young leaders, youth leaders and youth workers.

In cooperation with the Slovak Football Association, the campaign was promoted during the European Football Championship U17 in May 2013.

Nowadays is prepared a school involvement in the campaign during McDonald Cup. Directorate General for Sport and Youth prepares in the 2015 joint activities using the campaign to eliminate hate speech in sports, the selection of ambassadors of the campaign from young athletes, trainings, etc.

s) Policy on combating racism and other forms of discrimination ²³

Ministry of Interior of the Slovak Republic

On 8 June 2011 Slovak Government approved with Resolution No. 379/2011 the Conception of combating extremism for the years 2011 - 2014 (hereinafter referred to as "concept"). In the process of creation of conception respective government authorities were contacted. In the preparation of conception Multidisciplinary integrated group of experts focused of elimination of racially motivated crime and extremism participated in this process. It was established at the Interdepartmental Coordination Body for Combating Crime and the Government Office of the Slovak Republic.

Conception is divided into two parts. The first part includes evaluation extremism in the Slovak Republic and activities divided into items that will be fulfilled by the responsible authorities until 2014 in order to fulfil the sub-objectives of the conception. By identifying

²³ Prepared by Ján Gavalier (Ministry of Interior of the Slovak Republic) and Peter France (Slovak Football Association)

issues related to extremism was set general objective "elimination the causes, expressions and consequences of extremism and racially motivated crime." To achieve the general objective were set sub-objectives:

- amendments of existing mechanisms
- effective protection against extremism and racially motivated crime
- systematic training of relevant professional groups, which have impact on the prevention of extremism and racially motivated crime in the exercise of their profession
- increasing of legal awareness and public awareness
- implementation of commitments under international conventions and treaties on extremism and racially motivated crime

Currently runs preparation of the new conception for the years 2015 - 2018, based on the experiences and knowledge from the conception for the years 2011 - 2014.

Non-governmental organization in the Slovak Republic, which monitors expressions of racism is a civic association **People against Racism**. It operates in the Slovak Republic as a project partner of the international network FARE (Football Against Racism in Europe), which aims to eliminate undesirable expressions in football. As a member of FARE network the organization monitors various negative expressions of racism, anti-semitism, neo-nazism, chauvinism, xenophobia or discrimination and organizes events aimed to the integration of the Roma community or other minorities and migrants into society through football.

The association is also involved in the international initiative Football for Equality, which includes non-governmental organizations from Austria, Italy, Slovenia and other countries. This project aims to overcome racism and homophobia in football and was created with the support of the European Commission.

Slovak Football Association

On the field of policies of the fight against racism and other forms of discrimination Slovak Football Association works closely with UEFA and FARE and transmits their published methodical material and information to the football clubs in the Slovak Republic. Safety Manager of the Slovak Football Association is a member of a multidisciplinary commission established in the Ministry of Interior in the fight against extremism and spectator violence, which is based on the fulfilment of Government Resolution in the fight against extremism, racism and fan violence. In close cooperation with the Ministry of Interior was prepared Methodical recommendation for security managers of football clubs, where one part is devoted to racism and symbology of extremist groups in order to suppress and eliminate such expressions in the football matches. Safety Manager of Slovak Football Association also regularly participates in UEFA international conferences for the fight against racism and intolerance. Slovak Football Association also launched projects for the fight against racism e.g. "Give racism the red card", "Give stop to racism", speeches of players towards the fans about the respect each other and other projects (e.g. football matches and tournaments against the racism).