

## **STANDING COMMITTEE (T-RV)**

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



Strasbourg, 6 June 2012

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### **European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (T-RV)**

Project on Compliance with Commitments

#### **Respect by Poland of the Convention**

#### **Follow-Up Report by Poland on the recommendations of the Standing Committee following the Consultative Visit on 15 - 17 November 2010**

**FINAL**

**Adopted at the 34<sup>th</sup> meeting of the Standing Committee**

Warsaw, 10 April 2012

**Report on the implementation of recommendations of the Consultative Team of the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches**

In order to exchange experience and good practice, particularly regarding the role of safety stewards, Poland requested the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events, in particular at Football Matches, to pay a consultative visit to the country in 2010 to monitor how the Convention's provisions were implemented. Particular attention was paid to the services provided by the organisers of football matches. The visit took place in Warsaw and Poznan on 15-17 November 2010 and included the match between Poland and Ivory Coast.

The arranged and suggested theme of the visit – “Stewarding in the context of sports events security” – resulted from the fact that a new formula of information services provided by mass events organisers has been introduced into the Polish legislation. Members of the Consultative Team focused on the work of mass event organiser’s services, taking into account the implementation of the provisions of Convention and considering the fact that Poland, next to Ukraine, co-hosts the UEFA EURO 2012™ European Football Championship.

After the consultative visit a report was drawn up (T-RV (2011) 5) containing the summary of the visit with 24 recommendations as to the course of action within the field of football matches safety and security. The report was officially adopted during the 32<sup>nd</sup> meeting of the Standing Committee T-RV in Rome, on 22-23 June 2011.

Aiming at the implementation of the said recommendations, representatives of the Polish side carried out detailed analyses and the following general actions were taken:

1. With the aim to plan and implement the most important actions, in September 2011 the report and the most significant recommendations were submitted for analysis to be held during the meetings of the Permanent Expert Group and the Sport Events Security Council.

The Sport Events Security Council was appointed on the basis of the Resolution of the President of the Council of Ministers of 23 September 2008. The Council is made up of the following Deputy Ministers: Deputy Minister of Interior and Administration, Deputy Minister of Sport and Tourism, Deputy Minister of National Education, Deputy Minister of Justice and Deputy Minister of Infrastructure, along with representatives of the said ministries and Internal Security Agency, Commander-in-Chief of the Police, State Fire Service Commander-in-Chief, Presidents of the Polish Olympic Committee, Polish Football Association and Ekstraklasa S.A. The Council called into life the Permanent Expert Group as its opinion-forming and advisory body. It is made up of persons appointed by members of the Council.

2. The Report was also sent to the Polish Football Association and the Ekstraklasa SA – the entity managing professional league matches. Bearing in mind the upcoming UEFA EURO 2012™ European Football Championship in Poland and Ukraine, the report and the recommendations were also distributed among the representatives of the UEFA EURO 2012™ host cities and representatives of the operators of the stadiums planned as tournament venues.

Issues relating to the analysis and implementation of the Standing Committee recommendations were incorporated into the agenda of meetings planned as part of the working groups, to be attended by representatives of, *inter alia*: Ministry of Sport and Tourism, Ministry of Interior and representatives of Ekstraklasa SA clubs. Meetings of the working groups will be held gradually, starting from mid-2012.

3. In Poland the Ministry of Sport and Tourism launched the joint project of the Council of Europe and the UEFA aimed at fostering safety and security at UEFA EURO 2012 in Poland and Ukraine. The project, above all, supports actions ensuring safety in relation to UEFA EURO 2012<sup>TM</sup> European Football Championship. However, respective project objectives and content result directly from the recommendations of the report drawn up after the consultative visit of the team of the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. The main project objective is to respond to the recommendations from the visit, in particular those regarding the integrated approach to safety and security management in stadiums and dynamic risk assessment involving all stakeholders. As part of the project, in February 2012 training was organised in Warsaw pertaining to spectator safety and security of persons involved in safety and security assurance at the UEFA EURO 2012<sup>TM</sup> stadiums in Gdańsk, Warsaw, Wrocław and Poznań.  
Subsequently, starting from 29 February, inspections were carried out at respective UEFA EURO 2012<sup>TM</sup> stadiums, performed by experts in sport facilities' safety and security appointed by representatives of the Council of Europe and the UEFA. The inspections are to confirm the scope of the application of standards presented during the training at the UEFA EURO 2012<sup>TM</sup> stadiums, resulting from the recommendations produced as a result of the consultative visit in 2010.
4. Bearing in mind further implementation of recommendations, the Ministry of Sport and Tourism plans to take measures to continue trainings on safety and security management as regards football matches' spectators, implemented similarly to the training conducted as part of the joint project of the Council of Europe and the UEFA concerning safety and security at UEFA EURO 2012<sup>TM</sup> in Poland and Ukraine. Trainings shall be directed at the safety and security managers and persons responsible for safety and security in the Ekstraklasa S.A. clubs and the 1<sup>st</sup> football league. The trainings will be carried out in 2013.
5. Ministry of Sport and Tourism, by implementing its own planned tasks, developed a draft ordinance on technical conditions to be met by sport facilities and their location. The draft ordinance takes into account recommendations of the report of the Consultative Team of the T-RV Standing Committee, in particular those relating to sport infrastructure. Currently, the draft ordinance is subject to final internal arrangements.
6. Moreover, in 2013 the Ministry of Sport and Tourism plans to prepare a manual on safety and security of sport events, in particular football matches, that will contain detailed guidelines on model organisational solutions and good practices on safety and security of football matches.
7. Moreover, the Act of 31 August 2011 amending the Act on mass events security and certain other acts (Dz.U. of 2011 No. 217, item 1280) entered into force.

**The most significant amendments to the Act on mass events security:**

- wider definition of mass artistic and entertainment events - added features relating to public presentation of image on large screens (over 3 metres),
- delegation to issue an ordinance specifying the minimum conditions for medical care at mass events,
- allowing for the change in the number of mass event organiser's services members throughout the event – in accordance with the schedule of making the venue and area available to the public,
- allowing the sale, distribution and consumption of low-alcohol drinks at mass events (upon a permit),
- obligation to fit in the stadiums the electronic systems for: persons identification, ticket sale, verification of permits to participate in the event and verification of information on bans,
- application of club bans during away matches and imposition of bans for the infringement of rules during away matches,
- allowing for the refusal to sell an entry ticket to a person who may potentially pose a threat to the safety of the mass event,
- indication of the operator of medical rescue teams as the entity to present opinions required by obtaining the permit to hold a mass event,
- guarantee that the Voivode is duly notified of the permit to hold a mass event and introduction of the obligation to notify the Voivode of the refusal to issue the permit or of the suspension of a mass event by the entity issuing the permit,
- participation of entities giving opinions in the control of mass event,
- allowing the Voivode to introduce the prohibition on spectators' presence on a part of the mass event area and suspension of the event in the case of threat to life or health of mass event participants when the organiser's actions are insufficient to ensure safety and security of the mass event,
- penalising the movement of participants to other sections than those permitted by the ticket held,
- penalising the hindering of person's identification,
- facilitating the penalisation of the organiser for failing to maintain the safety and security requirements,
- facilitating the penalisation of the organiser's service member for undue performance of obligations,
- criminal actions for unauthorised access to the mass event venue,
- penalising the provocation of fans to actions posing threat to safety in the place and time of sport mass event.

**Solutions in place and measures taken to implement the recommendations of the report from the consultative visit of the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches.**

lp	Recommendations and measures taken
	<i>Legal issues</i>
1.	<p><b>Consider amending the Act in order to introduce a risk assessment system covering all types of danger (hazards) that constitute a potential risk to the safety and security of spectators, as well as their dynamic assessment, on the basis of a multidisciplinary security agency mechanism involving all the representatives concerned at the local level</b></p>
	<p>Identified risks are analysed from the point of view of the possibility and probability of their occurrence. This instrument is a basis for all entities engaged in security provision for updating the identified risks on an ongoing basis.</p> <p>The risk assessment system takes into account the following factors: controlled fan group's culture (e.g. specific behaviours, motivations and intentions); factors likely to influence the risk, such as actions taken by other groups (e.g. opponent team fans or local communities); sensitive issues, history and all other issues of specific importance (dates, places, action methods, symbols); all other factors likely to affect the behaviour of fans or other groups perceived as threatening the public order.</p> <p>Information and data on specific situations makes it possible to predict which situations will be characterised by normal level of threat to public order, and which by increased one, and allows to differentiate between such situations.</p> <p>It has been concluded that there is no need to regulate this area by way of legislative act. Risk analysis of individual football matches is carried out on an ongoing basis by authorised entities, such as bodies issuing administrative decisions permitting the holding of mass events, event organisers, etc.</p> <p><b>Additionally, within the works of the UEFA EURO 2012 Committee for Safety and Security, Decision No. 1 by the Chairman of the Committee, dated 9 March 2011, was issued, which established a Risk Analysis Team. The team has developed guidelines on uniform risk analysis methodology, implemented measures for systematically updating the document entitled "Risk Analysis - competences and response (operational scenarios)". The Team consists of representatives of the authorities and services responsible for public security and order.</b></p>
2.	<p><b>Consider amending the Act in order to reintroduce a police presence inside grounds. It is further recommended the roles and responsibilities of the police and sports ground management be recorded in a Memorandum of Understanding that reinforces an integrated approach to crowd safety management. The Memorandum of Understanding should be reviewed annually and prior to an event at which there is a higher level of risk associated with it. The team considers that this reintroduction of police presence inside grounds is imperative for EURO 2012 and that it should be planned and completed as soon as possible so that any teething troubles can be overcome before the start of EURO 2012;</b></p>
	<p>A new solution used by the Polish Police in this field is the presence of uniformed policemen in the stadiums. They were present at the latest matches of the Polish national team as well as league matches. They perform tasks assigned to them by the law with the aim to solve conflict situations and minimize their effects. Their role is first of all to provide assistance and information to fans.</p>

	<p>Uniformed policemen present within the stadium take part practically in all tasks performed by stewards:</p> <ul style="list-style-type: none"> <li>– supervising persons who enter the venue;</li> <li>– directing and locating fans, and observation of fans;</li> <li>– informing the participants about the rules and regulations in force at the stadium;</li> <li>– enforcing regulations in force at the stadium;</li> <li>– reacting to complaints by audience members;</li> <li>– reacting to any incidents;</li> <li>– supporting the police and emergency services.</li> </ul> <p>They also support and supplement the work of spotters.</p>
3.	<p><b>Guidance on the legislation and implementation of the legislation should be available to the permitissuing authorities;</b></p> <p>In the Polish legal system, the permit issuing authorities are not subordinated to the Minister of Internal Affairs and Administration. As local government authorities they have a significant degree of autonomy and are independent in decision making. Therefore, it is not possible to issue any binding guidelines on how to implement the provisions of the Act on Mass Events Security.</p> <p>It is possible, however, to develop a good practice manual which would facilitate the decision making to the authorities. Works on the manual are currently ongoing.</p> <p>Regardless of this fact, the Minister of Internal Affairs and Administration, as a high-level state administration authority, may indicate to local government authorities and Voivodship [province] government authorities the possibilities of implementing specific regulations as well as suggest their interpretations and specific procedures. As part of such activity, the Ministry of Internal Affairs and Administration sent to the authorities competent to permit the holding of mass events, to prohibit their holding or to interrupt such events (including Voivodship [province] governors, certain town mayors and heads of rural municipalities) letters with suggestions on the application of relevant provisions of the Act on Mass Events Security. The letters included, in particular, a specification of powers of the authorities, the proposed interpretation of the Act's provisions and recommendations for their use, including proposed implementation procedures. However, such recommendations have no binding force in the Polish legal system.</p>
	<p><i>Procedures</i></p>
4.	<p><b>The Polish authorities should consider establishing a local multi agency safety group to ensure coordination between the local authorities, police, stadium management and other relevant parties for each venue, constituted according to local need, with clear powers and written terms of reference;</b></p> <p>As part of the integrated approach to safety and security, before the opinion for the authority issuing the permit to hold a mass event, a meeting is organised each time and attended by the Police and all stakeholders (e.g. club authorities and representatives of the authority issuing the permit). Safety issues on a given stadium are discussed jointly during these meetings.</p> <p>In addition, before and after each match joint briefings are held, attended by the commander of the Police operation, head for safety and security on the stadium, delegate of the Polish Football Association, representative of the authority issuing the permit to hold a mass</p>

	<p>event. The briefings are to coordinate cooperation as regards control of safety and course of mass event pursuant to the provisions and to sum up the safety status once the match finishes. Briefings with the delegate of the Polish Football Association and representatives of services responsible for safety and security on the stadium reflect the form of work of UEFA delegate during the football matches.</p> <p>Moreover, cyclical meetings of the following representatives are initiated: self-governmental bodies, football match organisers, heads for safety and security, the Police, Municipal/Gmina Police, local football associations. The aim of these meetings is to separately discuss the threats and state of preparation of the said entities to securing the football match and to critically summarise the security of events already held.</p> <p>Integrated approach of all entities responsible for safety and security of an event is among the guarantees of their professional operation.</p>
5.	<p><b>All arrangements likely to affect the safety or security of spectators at the stadium should be discussed in advance within this group; there should be no alteration to the venue without the prior written agreement of the permit-issuing authority;</b></p>
	<p>Arrangements likely to affect safety or security of a given mass event are discussed and made in the course of issuing the permit for its holding, pursuant to recommendations under 3, 4, 6 and 9. However, it should be stated that both the event organiser and the authority issuing a permit to hold a mass event are obliged to apply the procedure specified in the Act of 20 March 2009 on Mass Events Security. Moreover, in the case of administrative decision of authorising a mass event, the procedure specified in the provisions of the Act of 14 June 1960 Code of Administrative Procedure must be respected. In order to avoid alterations affecting the permit to hold a mass event issued and to ensure compliance of the course of a given mass event with the conditions specified in the permit, the provisions penalise the holding of a mass event without the required permit or at variance with the conditions specified in the permit or holding the mass event against the prohibition. Compliance of the mass event with the permit conditions is stated by the authority during the mass event inspection carried out.</p>
6.	<p><b>The police (or whichever body is responsible) should discuss their risk assessment with the local authorities, the stadium management and other relevant parties and take account of their views before coming to a final conclusion; procedures should be in place to review the risk assessment in the light of any changes of circumstances before or on the day of the event; the process should furthermore have scope for additional categories of risk so as to allow greater variety in the safety management plans;</b></p>
	<p>The Act on Mass Events Security requires the sports event organiser to apply to the competent county, district or municipal police commander for his opinion on the necessary numbers of forces and means needed to secure the mass event, on his objections to the technical condition of the venue (area) and the anticipated risks, no later than 30 days before the planned date of the event. The opinion has to be issued within 14 days of the receipt of the application. According to the Act on Mass Events Security, the commander's opinion has to be based on an on-site inspection of the mass event's (football match) venue (area), as well as documents and information submitted by the organiser and a risk analysis identifying threats to public security and order that may occur in connection with the mass event.</p> <p>Regardless of the time limits used in the administrative procedures, throughout the period preceding the event the Police carries out a continuous dynamic analysis of risks associated with the mass event, and verifies the security measures, the numbers of police forces and other means necessary to ensure the event's security. The Police also inform the event organiser and the body issuing the permit about all risks identified in their analysis.</p>

	<p>In this respect, it is of great significance to have wide-scope cooperation with the security manager who should be actively involved in the process of risk assessment for the event, by:</p> <ul style="list-style-type: none"> <li>- forwarding to the local police all information regarding risks connected with holding the mass event,</li> <li>- dynamically adjusting the numbers of stewards as well as their deployment plans, depending on actual risks and not only on the numbers indicated in the permit,</li> <li>- in the case of high risk matches, organising a sufficient number of coordination meetings with all stakeholders involved in planning and supervising the mass event's security to discuss all aspects and details of planned security measures,</li> <li>- cooperating with the Police in the organisation of security service inside the stadium, depending on risk analysis, taking into account the deployment of uniformed police patrols to observe the participants and cooperate with the organiser's stewards and appropriately marked policemen (spotters).</li> </ul> <p>It should also be noted that the mass event organiser cooperates with local police at the mass event planning stage, in issuing preliminary opinions on the infrastructure and the foreseeable risks, so as to avoid confusion at the stage of issuing a final opinion by the county, district or municipal police commander.</p>
7.	<p><b>The local authority (or such other body setting the maximum safe capacity of the stadium) should take account not merely of the number of spectators that it can physically hold, having regard to its design and condition, but also to the quality of the safety management;</b></p>
	<p>In the process of stadium infrastructure safety management the self-governmental authorities cooperate, <i>inter alia</i>, with representatives of the local police at the planning stage. The suggestions, observations and possible objections of the police are included in the documentation and are later implemented, and the authority issuing the permit to hold a mass event contains in it, for instance, the conditions of event delivery, including the maximum number of persons to participate. It should also be added that the Act of 20 March 2009 on Mass Events Security introduced a fundamental amendment to the definition of the number of seats at the mass event as compared to the previous revoked act. By defining e.g. the sporting mass event - football match, the number of seats provided by the event organiser is specified and not the number of seats physically available at a given venue. Therefore, the legislator clearly demonstrated that determination of the number of seats at the event does not depend on the venue conditions (its maximum capacity), but on the decision on providing a given number of seats to users, thus determining the maximum number of event participants, considering the provisions of the construction law and provisions on fire protection.</p>
8.	<p><b>The Polish authorities should urgently review the locking of the exit gates to ensure that every gate may be opened instantly in an emergency without having to use a key;</b></p>
	<p>The Polish authorities support this solution and, within their competences and cooperation in the security management process, are striving to implement this standard at each Polish sports facility.</p> <p>It should be added that recommendations, rules, orders and instructions of the Polish Football Association provide that during a football match (mass event), all gates, wickets, evacuation doors, entries/ exits must be at each time supervised and handled by stewarding services, at</p>



	<p>all times ready to open, and the appointed security officers/ stewards will ensure the passability of passages and supervise immediate evacuation. One of the tasks of security delegate, official representative of the Polish Football Association, is to make sure that the said recommendations are observed.</p> <p><i>In addition, the draft Ordinance of the Minister of Sport and Tourism on technical conditions to be met by sport buildings and their location contains the suggested provisions stating that before a given event finishes, all gates, wickets or entries on the exit route should be opened completely and locked in this position.</i></p> <p><i>Moreover, no gate, wicket or doors, forming elements of the entry route, should be locked in a manner preventing its easy and fast opening by spectators in the case of threat to safety and if all gates, wickets or exits are not automatically locked in this position, they should be supervised by personnel, at all times of use of the venue during a given event.</i></p> <p><i>Operability of each gate, wicket or entry should be verified each time before the event, both in respect of functioning of the electronic and manual system. The result of this inspection should be documented and possibly detected irregularities or defects likely to affect the safety condition, should be immediately removed.</i></p>
9.	<p><b>The Polish authorities should consider how best to integrate formal match-day inspections of the stadium into the approach to safety management mentioned above; these inspections should be undertaken both by (or on behalf of) the event organiser – and submitted to the permit-issuing authority – and by that authority to ensure that the organiser is complying with the conditions of the permit;</b></p>
	<p>Before issuing their opinions, the competent police commander and the State Fire Service commander inspect the venue or area where the mass event is planned to be held. The purpose of the inspection is to assess the current state of the venue or area against the documentation provided by the event organiser. The appropriate document which records the inspection's findings is the inspection record. It specifies the identified objections and items non-compliant with the desired condition, taking into account the nature of the planned event and anticipated threats. In assessing the technical condition of the facility and in formulating the recommendations, references are given both to commonly binding legal regulations and to internal regulations of the organisers.</p> <p>The entities taking part in the inspections are: police units, representatives of local government (as the permit issuing authority), representatives of the sports association of which the organiser is a member, the stadium owner (if he is not the organiser or co-organiser of the event), representatives of the State Fire Service and of other entities.</p> <p>Inspections carried out after major construction works within the stadium result in particularly significant changes in event security conditions. During such an inspection a representative of the organiser as well as other persons present (e.g. the owner or his representative) may express their opinions which are contained in the inspection record. Regardless of the descriptive record of the inspection, a film or photographic documentation is made, especially when the facility's condition is significantly different than desired. The inspection record is a document jointly agreed by all the participating entities.</p> <p>In addition, pursuant to Article 31 of the Act on Mass Events Security, the permit-issuing authority may inspect the course of the mass event, and in the case of higher-risk event it examines the compliance of the course of the event with the conditions specified in the permit. If it is demonstrated that the organiser fails to meet the permit conditions, the authority issues decision on cessation of the mass event, with</p>

	<p>immediate effect.</p> <p>The formal systemic solution is the work of the Permanent Expert Group which includes, <i>inter alia</i>, representatives of the police, the Ministry of Interior, Ministry of Sport and Tourism and the Polish Football Association. SEG works within the Sport Events Security Council, a body supporting the Prime Minister. During the match, SEG evaluation teams assess the organiser's stewarding services from the points of: the preparation and fulfilment of their tasks before, during and after the event; interaction with the fans; means and measures used; level of competence and professionalism during task fulfilment; look and equipment.</p>
10.	<p><b>The local authority and / or other appropriate authorities should ensure that all the necessary contingency and safety plans for the stadium are in place, that the stadium management is familiar with these and that they have been tested, validated and reviewed on a regular basis; furthermore there should be an audit of all the contingency plans and safety policies for each venue to ascertain what written documentation is actually in place;</b></p> <p>According to the provisions of the Act on Mass Events Security, evacuation plans, plans specifying access roads for emergency services and the police, as well as medical back-up plans and security and information staff deployment plans must be provided by the mass event organizer. Regulation of the Minister of Internal Affairs and Administration of 13 August, 2009, on the scope of the procedure in case of fire or other emergency, specifies in detail the scope of the said procedure. The mass event organizer has the duty to attach the above documents to the application for a permit to hold a mass event.</p> <p>In addition, the police prepare mass event security back-up plans for each mass event, with various action plan scenarios in case of emergency.</p> <p>In view of the above, the following actions of the head of security are of key importance:</p> <ul style="list-style-type: none"> <li>– to personally check the mass event security documentation, including emergency plans, for validity and adequacy in the context of the nature of the event,</li> <li>– to ensure that the security and information (stewarding) staff are familiar with the documentation,</li> <li>– to carry out emergency drills in order to test and correct, if necessary, the emergency plans, and to ensure that the services responsible for security at the event have practical knowledge of the procedures,</li> <li>– to hold a briefing for all the parties involved in the event security operation in order to discuss the current situation and action procedures,</li> <li>– to consult other parties involved in the event security operation on the security procedures, in order to integrate the actions of all the services responsible for security at the event and to ensure that command is handed over smoothly if and when the situation requires actions that are beyond the organizer's mandate or if the actions taken by the organizer prove to be ineffective.</li> </ul> <p>In addition, police officers regularly participate in coordination drills during which the procedures in place are tested.</p>
11.	<p><b>The safety and security philosophy and management model should balance the competing demands of safety, security and service; priority should be given to developing a safety culture whereby the safety stewards are primarily responsible for the safety and security of spectators;</b></p>
	<p>The Act on Mass Events Security stipulates that safety of the mass event at the place and time of the event is the responsibility to the</p>

	<p>organiser, who, <i>inter alia</i>, ensures the participation of security and information (stewarding) staff and the manager of this staff for safety matters.</p> <p>Nevertheless, in the process of safety management, through the cooperation of event organiser, organiser's services, safety manager, the police, state fire service, permit-issuing authority and Voivode, the previous approach to securing football matches has changed and become an element of new philosophy of joint responsibility for security of a mass event.</p> <p>Effective mass event safety and security requires greater activity on the part of security and information (stewarding) services, so as to ensure that the behaviour of spectators at the venue is under control, that the flow of spectators before the match is well managed and that reactions to emergencies caused by the behaviour of spectators during the match are adequate.</p> <p>In view of the above, the head of security is expected to take decisive action aimed at:</p> <ul style="list-style-type: none"> <li>- holding detailed briefings with the security and information (stewarding) staff so as to familiarize them with their tasks and areas of responsibility, as well as with the plans of the venue,</li> <li>- conducting training sessions focused on spectator flow management at the entrance and exit from the venue, as well as at the stand sections where the spectators look for their seats,</li> <li>- instructing the security and information (stewarding) services to intensify actions aimed at maintaining the traffic flow capacity of the passageways and emergency exits and at reacting firmly to all attempts to block them,</li> <li>- ensuring that the security and information (stewarding) staff are focused on the behaviour of the spectators and not on the match on the pitch,</li> <li>- cooperating with the police command centre and police patrols at the venue, and at ensuring that any suggestions from the police are acted on firmly.</li> </ul>
12.	<p><b>It should be possible to deploy police officers at mass events to support the safety stewards; the overall safety and security management model should be based upon an effective integrated approach where the level of police involvement is graded in response to a dynamic risk assessment; this should reflect the policy of THE 3 D's;</b></p>
	<p>Actions taken by the police in this respect should guarantee that the event is peaceful. These actions include, among others, instructions by the police command aimed at:</p> <ul style="list-style-type: none"> <li>– ensuring that riot control police officers who watch the stadium gates and the functioning of the organizer's stewarding staff wear "friendly" uniforms; organizing the police force into monitoring and intervention groups ready to take action in emergency situations; ensuring that riot police forces are ready to take immediate crowd dispersal actions in case of mass violations of the law,</li> <li>– ensuring that the stewarding services fulfil their duty to react to incidents, monitoring the way in which the event security operation is implemented, and ensuring that the organizers fulfil their duty to request police assistance when the law is being violated,</li> <li>– preparing actions necessary to prevent arrogant behaviour of the spectators and ostentatious disregard for the law, especially in the context of football matches,</li> <li>– intervening with full determination and taking other necessary actions in the face of violations of the law; actions by the police must</li> </ul>

result in apprehension of the perpetrators,

- initiating meetings with representatives of sports clubs, organizers etc., in order to familiarize them with new requirements and trends concerning mass event security,
- ensuring that police surveillance officers are fully committed to their actions aimed at identifying perpetrators and, consequently, at apprehending them,
- reacting with determination to incidents, as well as to inaction or reluctant actions by the organizer's stewarding services; the police should act as moderator and initiator, motivating the organizer's security and information (stewarding) services to a proactive approach to their work,
- developing the concept of creating small intervention teams of no more than several officers each; such teams would replace riot police units operating in close order.

In addition, methods and good practices have been developed with regard to implementing public order and security operations at mass events. Innovative tactical solutions aimed at improving security at sports events including, in particular, football matches, have been implemented; they include, in particular, the following:

- the principle that football match security measures should take the form of a police operation and that the actions taken should reflect the nature of the particular event,
- police officers participating in all pre-match briefings so as to present any comments and recommendations in a thorough manner,
- police officers at the venue providing constant feedback to the commander of the operation about any irregularities in the way the organizer deals with the safety and security of the event; the police officer in charge of the operation immediately communicating the need for any remedial actions to the organizer's head of security,
- District/City Police Headquarters actively participating in the risk analysis,
- police motivating the organizer's services to act firmly and decisively within their statutory mandate,
- actions aimed at ensuring that event participants do not stay anonymous, by registering the event, spectator behaviour, violations etc., using methods appropriate to the different phases of the operation,
- ensuring proper cooperation and communication between the police and the event organizer,
- securing evidence in the form of items abandoned at the scene, in order to obtain material that may be used for identifying the perpetrators (fingerprints),
- surveillance of security staff in order to eliminate security staff members who side with hooligans or have come from hooligan groups,
- documenting cases of negligence and irregularities on the part of the event organizer's services so as to be able, if needed, to revoke the license of the private security provider employed by the organizer,
- requesting that a prosecutor with jurisdiction over the area and a representative of the local government which has issued the permit

- be delegated to watch the event,
- notifying the voivode [province governor] immediately about the organizer's failure to implement a spectator identification system at the venue within the deadlines set by the law,
  - officers from the Administrative Proceedings Department of the Voivodship/Capital City Police Headquarters checking the list of private security staff employed at the event against the list of licensed private security personnel, in order to identify any discrepancies,
  - police representatives participating in the stadium design process so as to have a say about the location of security infrastructure,
  - ban on very large flags which cover up large sections of the spectator stands, concealing illegal behaviour by the spectators,
  - using police dogs during security operations, for psychological effect and in the context of attempts to bring in alcohol, pyrotechnics, drugs etc.,
  - close surveillance of hooligan groups and identification of potential perpetrators before the event begins, so as to be able to apprehend them immediately after the law is broken,
  - participating in the development of model venue and mass event rules and regulations, proposing useful rules concerning e.g. the filling and emptying of stadiums,
  - printing excerpts from the rules and regulations on tickets to the event,
  - ensuring that the stadium announcer and stewarding staff inform the event participants about the rules and bans in force, about the fact that the event is being registered, that the organizer's services have legal protection, etc.,
  - using police anti-terrorist squad members as a support force with the task of apprehending aggressive spectators,
  - rotating police spotters so as to avoid the Stockholm syndrome,
  - information/media campaign about the possibility to close the venue to spectators if the law is broken and about the criminal sanctions for violating the law by event participants,
  - monitoring on-line ticket sales so as to be able to identify the destinations of spectator groups and skilfully embed police spotters at stadiums,
  - imposing stadium bans whenever necessary, as they are the most effective legal tool in the fight against criminal behaviour at stadiums,
  - criminal investigation and surveillance officers eliminating the leaders of informal hooligan groups,
  - notifying the voivode about any expected risks associated with planned mass events, so as to provide the grounds for the necessary decisions,
  - temporary closure of spectator stand sections popular with stadium hooligans,
  - preparing educational aids, such as films showing stadium hooliganism,
  - ensuring competition between private security firms; providing security at an event is a privilege, competitiveness is important,

- rules and regulations not limited to text only - they should contain illustrations of the obligations, bans etc. applicable to spectators,
- conducting coordination drills at stadiums together with the event organizer's services,
- coating the stadium fence with a smearing substance to discourage hooligans from climbing over,
- motivating the local football authorities to adopt resolutions banning all guest team fans, and not just organized fan groups, from entering the stadium,
- ensuring that all persons entering the stadium are searched and identified, including VIPs, referees, players, staff members etc.,
- police officers taking part in training sessions for the heads of security as well as security and information (stewarding) staff of the event organizer.

The needs of all the participants of a mass event and the expectations of the police may be reconciled if highest safety and security standards are coupled with the lowest possible restriction of personal freedom.

In preparing to the UEFA EURO 2012 European Football Championship and during the event, the mission of the police will be: "To provide highest quality security services in order to ensure the safety of the Tournament and its participants".

The above philosophy of the Polish police is already being put into practice at Polish football stadiums. At present, the Polish police are still gathering experience, but the solutions which are currently being implemented are expected to be fully operational by the time the UEFA EURO 2012 begins.

In this context, the police are determined to integrate the procedures of the event organizers' security and information (stewarding) services with those of the police, and to develop an optimum model for:

- a proactive approach to security tasks,
- reacting to dangerous behaviour,
- ensuring security presence at all potential flashpoints,
- ensuring that passageways are not blocked,
- addressing the problems of spectators (getting lost, feeling disoriented etc.),
- helping the spectators find their seats and ensuring they take the seats specified on their tickets.

Effective communication and integration, to the extent made possible by the available resources, of the communication systems of the organizer's security and information (stewarding) services and of the police. Development of mechanisms allowing to immediately pass information about any possible threats to the relevant target groups.

In its preparations to the Tournament, the police are looking for proven and effective solutions that will allow them to carry out their duties in a highly professional manner. The main objective is to develop an approach that will allow the police to carry out its statutory duties while respecting the specific and largely spontaneous nature of fan support during large international events. All actions will be based on three pillars which underlie the philosophy of the police, three elements of integrated safety and security, stemming from the recommendations of the European Football Federation UEFA, and on cooperation with football fans, involving police spotters.

The philosophy of work of all police services, which constitutes the main pillar of the policing operations, has been named "3xT". It involves the following elements:

	<ul style="list-style-type: none"> <li>- <i>Care [Polish: Troska]</i> – understood as policemen’s service provided to supporters; police officers should serve the supporters by providing watchful care but also information on issues related to transport and event organisation, on facilities and on possible problems; special attention should be given to supporters from abroad;</li> <li>- <i>Tolerance [Tolerancja]</i> – the police should have understanding for supporters who are only “having fun” on the streets of Polish cities, even if they express their emotions loudly and in unconventional ways. The Polish police, fully respecting the law, during the Tournament should not react in an unflexible and “officious” way to small incidents of non-compliance. Instead, they should seek a dialogue with the fans and try to understand the specific mood of the sporting event.</li> <li>- <i>Suppression [Tłumienie]</i> – as a last resort, riot police units should step in swiftly and in a professional manner, intervening with pinpoint accuracy when groups disrupt public order, apprehending those who have broken the law and acted violently, and subsequently withdrawing and restoring the initial situation.</li> </ul> <p>The police operation under the code name "2012 EUROPEAN CHAMPIONSHIP" (EC 2012) will include three elements of integrated safety and security, comprising the second pillar of the philosophy of the police for UEFA EURO 2012, presented in the UEFA EURO 2012 Integrated Safety and Security Concept, i.e.:</p> <ul style="list-style-type: none"> <li>– <b>Security</b> – actions ensuring security, construed as all coordinated measures taken by various entities and institutions in order to provide physical security to event participants and the local communities,</li> <li>– <b>Service</b> – actions and measures necessary for ensuring safety and for creating the conditions for staging a flawless event,</li> <li>– <b>Safety</b> – the feeling of an undisturbed celebration of football, of unthreatened peace, and of confidence that any incidents, situations and circumstances posing a threat to the Tournament and its participants will be prevented and/or swiftly dealt with; safety is construed as the event participant's subjective impression that the entities and institutions involved in security operations at the Tournament have ensured compliance with all security requirements.</li> </ul> <p>Police spotters are the third pillar of this philosophy; police spotters help integrate and fully utilize the potential of all of the elements which need to come together in order to ensure maximum safety and security at the Tournament. Actions taken by police spotters during the security operations related to the Tournament and associated events will be of key importance for the safety and security of the Tournament as far as identification and elimination of spectator-related threats is concerned.</p>
13.	<p><b>The current deployment and role of the “spotters” should be reviewed in line with recognised European good practice;</b></p> <p>The tasks and participation of Polish police spotters in the provision of event security are not the same as the tasks of spotters operating in other EU countries. However, it should be stressed that they are modelled on the solutions used in Western Europe. Certain tasks performed by police spotters in other EU countries in Poland are performed by operational police officers and policemen from the monitoring teams.</p> <p style="text-align: center;">Rules of using and place of service of police spotters:</p> <ul style="list-style-type: none"> <li>– at places where fans gather: traffic hubs, railway stations, bus terminals, airports,</li> <li>– travelling, together with the fans, from their town, county or region,</li> <li>– accompanying supporter groups and entering the stadium together with supporter groups of interest to the police,</li> </ul>

	<ul style="list-style-type: none"> <li>– dynamic relocation, depending on the situation development within the venue: terraces, ticket boxes, entrance gates, spectator circulation routes.</li> </ul> <p style="text-align: center;">Operational police officers and policemen from the monitoring teams:</p> <ul style="list-style-type: none"> <li>– carry out activities to determine the location and movement direction of supporter groups,</li> <li>– perform tasks within the venue, the city and along fan travel routes,</li> <li>– gather information about the possible behaviour and activities planned by supporter groups and their leaders,</li> <li>– maintain regular contact with the policing operation commander,</li> <li>– document unlawful behaviours,</li> <li>– cooperate with spotters.</li> </ul> <p>It should be indicated that police spotters have mastered their skills in terms of UEFA EURO 2012™ during matches played at Polish stadiums.</p>
	<i>Operational issues</i>
14.	<p><b>The stewards’ training programme should begin at the earliest opportunity and should cover all stewards undertaking a safety-related function at mass events;</b></p> <p>On 3 September 2010, the Polish Football Association and the European Stadium and Safety Management Association (ESSMA) signed an agreement on cooperation in the scope of implementation in Poland of the programme “Stewarding – top quality in event organisation”.</p> <p>The key to effectiveness of the programme for security and information (stewarding) staff is increasing the level of their competences in the scope of direct contact with fans. Polish training programme “Stewarding – top quality in event organisation” takes into account all thematic areas related to the work of stewards, best European practices and complies with Polish legal regulations contained in the Act on Mass Events Security of 20 March 2009 and in the Ordinance of the Council of Ministers on the requirements to be met by the security manager, stewarding staff.</p> <p>Trainings for stewards (information and security) are carried out constantly – to date over 7,000 persons were trained. From the 2012-2013 season all members of the information and security services working on Ekstraklasa matches are to be trained under the programme „Stewarding – Polish Football Association Training Package” and have adequate certificates – licence requirement. In the subsequent years this requirement is also to relate to the 1st league.</p>
15.	<p><b>The stewards’ qualification should be overseen by independent bodies, though the sports governing bodies may be responsible for delivering the training through accredited training centres or college;</b></p> <p>The stewards’ qualifications are supervised by UEFA, the Polish Football Association and sports clubs. In this area, the police monitors: steward task implementation methods, stewards’ reaction to behaviours which may pose a threat; stewards’ presence in all important points; ensuring that circulation routes are clear; interest in solving spectator’s problems (getting lost, losing orientation); helping spectators in finding their seats and ensuring that they take the seats indicated on their tickets.</p>



	<p>On 30 August 2011 the Council of Ministers issued an ordinance on the requirements to be met by security managers and stewards. The ordinance defines, among others, the requirements relating to stewards' training (subject and form of training), equipment and scope of powers.</p> <p>Stewarding staff is to be trained according to the programme covering the issues specified in Annex 2 to the above-mentioned ordinance.</p> <p>The above-mentioned trainings are carried out in the form of outside classroom education and are to be delivered by public and non-public institutions of life-long learning, practical learning and centres for advanced learning and in-service courses, as well as legal and natural persons carrying out educational activity, covering life-long learning in outside classroom forms and having adequate accreditations.</p> <p>Pursuant to the provisions of the Act of 7 September 1991 on the educational system, pedagogic supervision of implementing the educational programmes is carried out by a chief education officer on behalf of the Voivode.</p> <p>The training programme "Stewarding – top quality in event organisation" was recognised compliant with the topic of training specified in Annex 2 to the Ordinance of the Council of Ministers on the requirements to be met by the security manager, stewards. Due to the need to ensure top quality stewards during matches played during the UEFA EURO 2012™ tournament, it is subject of interest.</p>
16.	<p><b>No mass event should be held where the designated safety officer has no operational experience of the venue concerned; all safety officers should be trained to a level reflecting recognised best practice in Europe;</b></p>
	<p>All security managers during football matches organised as part of professional league and outside the framework of professional league have operational experience on the venue on which they work, they also have adequate permits compliant with the common law requirements. The intention of the Polish Football Association is to develop a training programme for security managers compliant with the European standards.</p> <p>In addition, police officers take part in the training of security managers. In the training process, emphasis is placed on the fact that each person employed as security manager should have operational experience within the respective venue.</p>
17.	<p><b>The Polish authorities should clarify their policy on fences and barriers and should ensure that this is accepted and implemented by all parties;</b></p>
	<p>In Poland, pursuant to the provisions of the Act of 20 March 2009 on Mass Events Security, a ordinance of the Minister of Interior and Administration dated 10 June 2010 was issued, which concerns security conditions in football stadiums. Currently, the police and other entities are gathering experience which finally, during UEFA EURO 2012 and other international sporting events, will result in the removal from stadiums of barriers and fences which separate fans, by introducing:</p> <ul style="list-style-type: none"> <li>– technical solutions enabling spectator circulation control and control of persons taking part in football matches,</li> <li>– identification of persons taking part in football matches,</li> <li>– introducing appropriate stadium infrastructure, including integrated control rooms, control of spectator positioning, people entry and exit control system, parking facilities and traffic hubs.</li> </ul> <p>In addition, it should be made clear that the Polish Football Association intends to decrease the height of all types of fences –</p>

	decisions in this regard are made on the request of football clubs.
18.	<p><b>The stadium management and the police should identify, record and enforce clear agreed procedures for controlling the entry of spectators, including queue management, searching and the management of litter;</b></p> <p>Pursuant to the provisions of common law and guidelines of the Polish Football Association, control/ supervision procedures are set and included in the mass event security plan (football match), whereas the basic instructions regarding the admission of spectators are provided, for example, in the Rules on security during matches organised by the Polish Football Association and Ekstraklasa SA, adopted by the resolution No X/110 of 10 July 2007 of the Polish Football Association Board.</p> <p>Moreover, there is strict enforcement of the proper implementation by organisers of the provisions of the Act on Mass Events Security dated 20 March 2009. Also, in the process of opinion issuing, strong emphasis is placed on the condition of football stadium infrastructure and the proper preparation of stewards to perform their security tasks. Additionally, during football matches, the police has its observation groups whose main tasks are as follows:</p> <ul style="list-style-type: none"> <li>– provision to security operation commanders of information on identified mistakes and irregularities, in order to improve, <i>inter alia</i>, the work of the organiser’s stewarding services,</li> <li>– monitoring and animating the work of the organiser’s services,</li> <li>– responding to possible threats.</li> </ul> <p>Places where the police observation groups are present include:</p> <ul style="list-style-type: none"> <li>– ticket box areas and entrance gate areas,</li> <li>– main circulation routes around the terraces,</li> <li>– entrance points to terraces,</li> <li>– passageways between sections,</li> <li>– other places of critical importance to security.</li> </ul>
	<i>Issues concerning the stadium in Poznań (though potentially of more general application)</i>
19.	<p><b>The Polish authorities should review the strategy for crowd management at this stadium (and other stadia where appropriate) in particular regarding identifying gangways and exit routes and keeping them clear;</b></p> <p>The main legal regulations in this field are: the Act on Mass Events Security of 20 March 2009 and the Ordinance of the Minister of Interior and Administration dated 10 June 2010 on security conditions in football stadiums.</p> <p>The provisions of the ordinance in question stipulate, <i>inter alia</i>, that:</p> <ul style="list-style-type: none"> <li>○ circulation routes organised are to make it possible for match participants to move within the stadium, including from the entry ticket validation spot to the seat;</li> <li>○ stewards are located in circulation routes at the stadium, in particular so as to show to persons participating in the football match the</li> </ul>

	<p>way to appropriate terrace section or the stadium exit;</p> <ul style="list-style-type: none"> <li>○ circulation routes and evacuation routes ensure free, uninterrupted flow of football match participants;</li> <li>○ circulation routes are equipped in signage and information boards, in particular at intersection and forks, facilitating the management of flow of people to adequate places in the stadium, in particular the sections.</li> </ul> <p>Moreover, the Police, in its activities performed under the crowd management strategy, seeks to:</p> <ul style="list-style-type: none"> <li>- keep the crowd convinced that the police action methods are appropriate,</li> <li>- avoid using force against the crowd as a whole, where only a minority group threatens the public order,</li> <li>- use police tactical operation methods which avoid attracting the crowd's attention or which are "progressive"; this increases the police ability to communicate with the crowd, to conduct a dialogue and to dynamically assess the risks,</li> <li>- take preventive activities, and use intervention measures with low visibility profile rather than use repressive methods.</li> </ul> <p>It should be added, that the body regulating the issuance of permits to organise a mass event evaluates the operational and match organisation plans. On the part of the Polish Football Association, the security delegates during each match familiarise themselves with and evaluate the operational plans (forming part of the event security plan) in terms of crowd flow management – provide their comments by providing appropriate instructions after the match.</p>
20.	<p><b>The Polish authorities at national or local level as appropriate should review the structural elements of the stadium, in particular the barriers and dynamic loading, against the best national and international guidance;</b></p> <p>In the scope of sport infrastructure inspection, it should be stated that before each league season, the Polish Football Association Commission for Licences appoints persons to inspect football venues, to analyse technical data of each venue, form conclusions as regards the issue of licences. Then, sport infrastructure inspectors draw up reports in the presence of representatives of clubs applying for licences.</p> <p>In addition, pursuant to Article 78 of the Act of 20 March 2009 on Mass Events Security, the projects of alteration of existing stadiums are subject to arrangements with competent Voivodeship Police Commander and the Polish Football association and entity managing the matches in terms of construction and functioning of infrastructure affecting security of football match participants.</p> <p><i>It should also be added, that the draft provisions of the Ordinance of the Minister of Sport and Tourism on technical conditions to be met by sport facilities and their location, require the design and performance of structural elements to take into account the possible static loads from the sport and outside sport factor as well as dynamic loads, in particular provoked by wind or movement resulting from activity or movement of users.</i></p>
21.	<p><b>The Polish authorities should ensure that there are clearly understood and enforceable procedures for avoiding duplication of seat numbers and for controlling whether seats with a restricted view may be sold and, if so, under what conditions;</b></p> <p>The stadium in Poznań was an isolated case and the problem of duplication of seat numbers does not require system solutions.</p> <p><i>In addition, the draft Ordinance of the Minister of Sport and Tourism on technical conditions to be met by sport facilities and their location, is to contain provisions that structures of separating elements, in particular barriers, should not limit visibility of spectators, and if such limitation occurs anyway, the zones it covers should not be taken into account when calculating spectator capacity.</i></p>
22.	<p><b>The stadium management should review the positioning, size and content of the signage; signs in English should be available for</b></p>

	<b>international matches;</b>
	<p>Football clubs / stadium operators verify the signage of venues and access routes on the day-to-day basis, by making appropriate amendments. In the case of venues on which international matches are to be played, signage in English is also introduced.</p> <p>Though the task is implemented by the event organiser, the Police perform inspection of correctness of location, size and content of signage at the sporting venue while giving opinion in the process of permit issuance to hold a mass event.</p>
23.	<b>As part of its general operational plan, the stadium management should prepare a traffic management plan to ensure the suitable separation of vehicles and spectators on foot before and after the match;</b>
	<p>The issues of separation of vehicle traffic from spectators on foot is regulated by the Ordinance of the Minister of Interior and Administration of 10 June 2010 on security conditions in football stadiums, the provisions of which stipulate that stadium parking lots cover parking lots and access routes non-colliding with the access and exit routes of football match participants and with the evacuation routes.</p> <p>Pursuant to the introduced integrated approach to security management at mass events, all entities involved in this process, i.e. the state and self-governmental bodies, as well as event organiser, jointly elaborate the so-called mobility concept verified (possibly corrected) before subsequent matches – analysing in detail the infrastructural conditions, including access roads.</p>
24.	<b>The stadium management may wish to consider reviewing the security arrangements, with regard to the parking of vehicles, keeping unoccupied areas clear and other relevant matters, with the police and other appropriate bodies;</b>
	<p>In Poland, pursuant to the provisions of the Act of 20 March 2009 on Mass Events Security, a ordinance of the Minister of Interior and Administration dated 10 June 2010 was issued, which concerns security conditions in football stadiums. The above mentioned provisions relate to:</p> <ul style="list-style-type: none"> <li>– technical solutions enabling spectator circulation control and control of persons taking part in football matches,</li> <li>– identification of persons taking part in football matches; introducing appropriate stadium infrastructure, including integrated control rooms, control of spectator positioning, people entry and exit control system, parking facilities and traffic hubs.</li> </ul> <p>Moreover, pursuant to the introduced integrated approach to security management at mass events, all entities involved in this process, i.e. the state and self-governmental bodies, as well as event organiser, jointly elaborate the so-called mobility concept verified (possibly corrected) before subsequent matches – analysing in detail the infrastructural conditions, including access roads.</p>