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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
Finland's compliance with the Convention**

Reports by:

**Finland
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A. REPORT BY FINLAND

Finland ratified the European Convention applicable to spectator safety in 1986. According to a Decree issued in 1987, the Ministry of the Interior supervises the application of the Convention.

Practical implementation of the Convention is based on the structures and procedures of the Finnish sports system. The Finnish sports system is characterised by the multitude and versatility of volunteer-based sports clubs and umbrella organisations that represent them. The structure of the Finnish sports system is defined in the Sports Act that entered into force in 1980. According to the Act, public sports administration provides the framework for sports and physical activity, and sports organisations are responsible for the actual operations.

The Convention under review applies to the prevention and control of spectator misbehaviour at sports events. Sports events organised in Finland are generally characterised by the following features:

- The sports event is organised by a sports club or other sports organisation.
- The arrangement of the sports event falls into the scope of the Assembly Act, determining the rights and obligations of the organiser and the authorities.
- The organiser bears the primary responsibility for the safety of the event.
- Spectator safety is primarily managed by security stewards.

By international comparison, attendance rates at national sports events organised in Finland are relatively low. The most popular sports are ice hockey and football. However, international sports events indicate that there is potential for substantially higher attendance figures in Finland, particularly in football and athletics.

Generally, it can be stated that spectator violence, as described by the Convention, has been very rare at Finnish sports events. The occasional incidence of spectator misbehaviour is usually linked to excessive alcohol consumption.

The report examines implementation of the Convention Article by Article. It can be generally stated that compliance with the Articles has been possible in Finland to a great extent within the limits of already-existing regulations and procedures of interaction adopted by sportspeople and authorities.

The Convention has contributed to the fact that spectator safety at sports events has been included on the agenda in annual training events and regular meetings between sports organisations and authorities. The Finnish Sports Federation, which is the umbrella organisation for sports and exercise activities in Finland, has approved a set of ethical principles applicable to all of its member organisations. The principles encourage the member organisations to consider spectator safety and comfort in their operations.



Preface

The European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, signed at Strasbourg on 19 August 1985, was ratified in Finland on 12 December 1986. The Convention was subsumed into Finnish legislation on 1 March 1987 when it entered into force in the form of a Decree. The Ministry of the Interior, or more precisely its Police Department, will issue more specific regulations on the application of the Convention as necessary.

The application and realisation of the Convention in the Member States is guided and supervised by a "Spectator Violence Committee" (T-RV) established by virtue of the Convention. The Committee has approved an evaluation procedure for monitoring the realisation of the Convention. The appropriate Member State will first prepare a report on the application of the Convention. On the basis of the report and a visit to the Member State by a designated evaluation group, the evaluation group will prepare a review and suggestions for development with regard to the application of the Convention in the country in question. The primary purpose of the evaluation is to facilitate development of the application of the Convention in the Member States.

Finland is prepared for an evaluation group's visit in 2005. Work to draft a report has been initiated for this purpose. Finland's report has been prepared in co-operation with different authorities and interest groups. The parties involved in the process have included the most important organisers and operators in the field of Finnish sports and physical exercise with regard to compliance with the Convention, as well as parties responsible for the safety of sports events.

The report was prepared by a work group including the following people and their respective organisations:

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As an introduction, this report describes the situation of Finnish sports and physical exercise on a general level. Then, the discussion focuses on Finland's situation in relation to spectator safety: what kind of preparations have been made in Finland to counteract spectator violence and misbehaviour in football in particular, how can these undesirable situations be anticipated and avoided, and what kind of measures are being taken in case problems are observed. Sports events particularly in the focus of the report include football and ice hockey matches, as these sports attract the greatest number of spectators (as indicated in Appendix 1), and many events are international – implying that violence and misbehaviour is the most probable at these events.

In their discussions during the preparation of the report, the workgroup members considered it very important that spectator violence can be prevented and controlled and that spectator safety can be further improved through the creation of common operating policies. Therefore, the report also serves as a concrete tool for improving spectator safety in Finnish sport events.

1. Description of Finnish sports and physical exercise

This chapter provides a general description of Finnish sports and physical exercise in order to illustrate the current Finnish sports environment and its background – allowing mutual reflection on the European Convention (on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches) and the circumstances of Finnish sports. This chapter provides a brief introduction to Finnish football and ice hockey, as these sports attract the largest numbers of spectators. Therefore, the probability of spectator violence and misbehaviour is the highest at these matches.

1.1 THE FINNISH SPORTS SYSTEM

Tasks and organisation

The history of organised sport in Finland has evolved into its present state in the course of more than one hundred years. The Sports Act that entered into force in 1980 laid down official foundations for the tasks of sports organisations and their mutual division of labour. According to the Act, sports organisations are responsible for arranging sports activities. The task of public sports administration is to provide physical structures and financial support for sports operations. A system built on sports organisations and public sports administration can be supplemented by a market-oriented private sector.

The Finnish and Nordic sports systems are characterised by the multitude and versatility of volunteer-based sports clubs and umbrella organisations that represent them. The fact that the membership of sport organisations is more than one million means that one out of five Finns belongs to a sports organisation. It has also been estimated that one out of ten Finns is actively involved in a sports club. Most sports clubs are not-for-profit associations. Their operations can comprise leisure sports for children and young people, fitness for adults, competitive sports, as well as the most visible form, world-class sports. The role of sports clubs is emphasised in activities for young people: 40 % of all children and young people are active in a sports club.

Sports organisations are arranged as follows: clubs (7,800) – districts (several hundreds) – associations (74) – umbrella organisation (Finnish Sports Federation). Special tasks are carried out by the Finnish Olympic Committee, the Young Finland Association and Suomen Kuntoliikuntaliitto (the Finnish Fitness Association), all of which are members of the Finnish Sports Federation. The task of the Finnish Sports Federation is to cater for general issues common to sports organisations, which also includes safety issues in the broad sense. The district organisation generally follows the regional council division, but the highest number of districts is 15 (within the Finnish Sports Federation and several sport-specific associations). Approximately 400,000 adults and 450,000 people under 19 years of age engage in sports.

The public sports system operates in parallel with sports organisations: the municipalities (444) have their own sports departments, as do the provinces (5) and the Ministry of Education at the top level of administration. If a sports-related issue requires co-operation between different ministries, the Ministry of Education usually coordinates their efforts while each Ministry retains its independent responsibility in accordance with its administrative domain. For example, arrangements for major international sports events usually require decisions within the domains of several ministries. The Ministry of the Interior is responsible for safety issues, while the actual contents of the event fall within the domain of the Ministry

of Education. The Ministry of the Interior is designated by Decree as the authority responsible for providing guidance on the Council of Europe's Convention on Spectator Violence in Finland. However, in the case of sports events, the Ministry of the Interior and the Ministry of Education work jointly to promote spectator safety in Finland.

The State supports the maintenance and development of the sports system approved by virtue of the Sports Act through appropriations allocated in the State sports budget. The appropriations consist almost entirely of national lottery operator Veikkaus' games surplus. In addition to sports, the beneficiaries of profits received from Veikkaus Oy include science, culture, the arts and young people. The sports appropriation in the 2005 State budget amounted to 89,000,000 euro. This amount is used to support municipal sports activities, the operations of national sports organisations, sports for children and young people, the Fit for Life programme, the construction of sports facilities by municipalities, the operations of sports training centres, sports research and international sports activities.

The State governs sports policy primarily through budget policy by specifying focal points, terms and conditions for the use of sports appropriations and subsidies. In addition to budget policy, the State's means of governance include legislation and information guidance.

Sports facilities in Finland

According to a national register, there are 28,000 purpose-built sports facilities in Finland. Most of these are owned and maintained by municipalities. Several construction-related regulations apply to the construction of sports facilities. The regulations pay attention to the general safety and functionality of structures. When granting subsidies to sports facilities, the State may impose its own conditions on construction. The use of sports facilities for competitive events is subject to agreements between the owner and organiser.

Competitive events as part of the sports system

Thousands of local, regional and national competitive events are arranged in Finland every year. Local competitions are usually arranged by sports clubs, and sometimes by municipalities. Regional competitions are arranged by regional sports organisations, and national competitions by sport-specific associations or other groups organised for the purpose.

Sports achievements and key indicators

The history of Finnish sports is characterised by great success. However, the increased standards of world-class sports have made it more difficult for a small country like Finland to succeed. An observation of Finland's success in Olympic sports measured by major medals between 1999 and 2003 indicates that most of the 100 medals were won in winter sports. Finland's only medals in team sports have been won in ice hockey.

Most of Finland's success in major competitions has been achieved in sports other than Olympic sports. Finns have collected the greatest number of medals in shooting sports, with at least a couple of dozen major medals every year. Finnish shooters were awarded more than 50 medals in 2002. Other individual sports in which Finns have been successful include motor sports, orienteering on skis and on foot, ITF taekwondo, powerlifting, bowling and boot throwing. Success in team sports has been achieved in American football, ultimate, ringette and synchronised skating.

Finnish success in Olympic sports has faded in the last few years compared to previously. In the late 1990s and early 21st century, Finnish adult athletes used to win a couple of dozen major medals each year in Olympic sports. The number dropped to 12 in 2003 and to no more than seven in 2004. Between 2000 and 2004, Finnish adult athletes have been awarded major medals in the following Olympic sports: athletics, biathlon, boxing, curling, freestyle skiing, ice hockey, riding, sailing, shooting, skiing, snowboarding, speed skating, swimming, taekwondo, weightlifting and wrestling.

An interesting feature of Finland's success in major competitions is that generally the number of bronze medals has been the highest every year, followed by silver medals and gold medals in that order. As the numbers of each type of medal available are equal, one can consider that Finland falls to the second or third place annoyingly often. The annual differences are greater in Olympic sports, even though the number of bronze medals is also the highest in Olympic sports over the last five years.

1.2 FINNISH FOOTBALL IN GENERAL

The traditions of Finnish league football go back almost a full century, as the first Finnish Championship was awarded in 1908. The Football Association of Finland had been founded a year earlier. Finland's first international match was in 1911 against Sweden. The Finnish men's national team has never made it to the European or World Championship final tournament. Finland has participated in the Olympic football tournament four times (Stockholm 1912, Berlin 1936, Helsinki 1952 and Moscow 1980). The best achievement was fourth place in Stockholm 1912.

Women have been involved in Finnish league football for more than 30 years. The women's national team is currently closer to the European and international elite than the men's team, and Finnish women made it to the European Championship final tournament to be played in England in 2005.

The success of Finnish teams in European league tournaments has been modest, and a Finnish team has made it to the Champions League only once (HJK Helsinki in the 1998–1999 season).

The Football Association of Finland had approximately 1,000 member clubs with 109,000 registered and licensed players in 2004. According to a survey conducted by Suomen Gallup in 2002, there are approximately 380,000 recreational football players in Finland, 262,000 of them children and 118,000 adults. Even though football is the most widespread and leading ball game in Finland, it is not the number one sport of the country.

The national top football league is the Veikkausliiga with its season extending from April to October (for example, 28 April to 1 October 2005). The leagues below Veikkausliiga are Ykkönen, Kakkonen and Kolmonen (One, Two and Three). The average number of spectators attending national top league matches in 2004 was no more than 2,700 people per match. Due to the low numbers of spectators, diminished advertising and sponsorship income and budgetary cuts, only 4 or 5 main league teams can exclusively employ full-time professional footballers. The rest of the main league players are semi-professionals who engage in studies or gainful employment in addition to football.

The current number of football fields in Finland is approximately 5,000, of which 3,800 have a sand surface and 1,200 have a grass surface. In addition to these, 19 heated artificial turf fields, 20 large indoor stadiums and 37 smaller practice halls have been constructed across Finland. There are nine football stadiums of international standard in Finland: the Olympic Stadium in Helsinki, the Pohjola Stadium in Vantaa, the Veritas Stadium in Turku, the Ratina stadium in Tampere, the Factory Field in Valkeakoski, the Anjalankoski football stadium, the Pori stadium, the Lahti stadium, and the Finnair Stadium in Helsinki (currently conditional due to artificial turf). Joint support efforts by UEFA (Union des Associations Européennes de Football) and the Football Association of Finland will allow the construction of 30 new heated artificial turf fields and 70 so-called mini fields for children by 2008. The current number of such fields is 25. The number of football matches played in Finland each year is 140,000, in other words 383 matches a day. Statistics on football are included in Appendix 1.

More information on the operations of the Football Association of Finland can be found in Appendix 2.

1.3 FINNISH ICE HOCKEY IN GENERAL

The Finnish Ice Hockey Association is a large Finnish sports organisation with more than 60,000 licensed players and more than 120,000 active recreational players. The Finnish Ice Hockey Association was founded in 1929 and is one of the largest youth organisations in Finland – the majority of people involved in the sport are children and young people.

There are 450 member clubs and 2,000 ice hockey teams in Finland. The annual number of matches is some 20,000, with approximately four million spectators. There are 195 indoor rinks and 225 artificial outdoor rinks.

The top national ice hockey league is the SM League (Finnish Championship), with the season starting in September (in 2005, for example, the league will start on 15 September and the final preliminary round will be played on 15 March 2006, after which the play-offs will start). The national leagues below the SM League include Mestis, the Suomi League and the 2nd Division. The highest numbers of ice hockey spectators attend the preliminary rounds and play-offs of the SM League and Mestis (Appendix 1).

History of Finnish ice hockey

Year

- 1899 The first ice hockey game is played in Helsinki on Pohjoisranta.
- 1927 The Finnish Skating Association introduces ice hockey as part of its program.
- 1928 The first club game is played on 15 January. Finland was approved as a member of the international ice hockey association LIHG (Ligue Internationale de Hockey sur Glace).
- 1929 The Finnish Ice Hockey Association was founded.
- 1939 Finland makes its debut at the World Championships (Basel).
- 1952 Finland makes its debut in the Olympic tournament (Oslo).

Finland has hosted the World Championships in ice hockey in 1965, 1974, 1982, 1991, 1997 and 2003.

More information on the operations of the Finnish Ice Hockey Association can be found in Appendix 2.

2. Violence and misbehaviour – understanding, anticipating and preventing special characteristics and risks

Spectator misbehaviour at sports events has attracted more extensive attention in Finland since the 1990s. The occurrence and expansion of the spectator violence phenomenon in Europe in the late 1980s and the measures taken by the Council of Europe to control it have contributed to this fact. Safety-related work has also become familiar in practice through the internationalisation of sports and safety regulations imposed on sports event organisers by the appropriate international umbrella organisations (such as UEFA).

At the meetings of the Council of Europe's spectator violence committee, Finnish delegates have been able to state in the light of the Convention that no actual spectator violence has occurred in Finland. However, some racist language and trouble caused by drunken spectators has been observed. In recent years, some individual quarrels have occurred between groups of supporters.

2.1 CONSUMPTION OF ALCOHOL AT SPORTS EVENTS

Finnish alcohol policy at sport events is defined on the basis of valid legislation and the rules of international sport-specific federations. The control and monitoring of alcohol consumption and its supervision in Finland is primarily the responsibility of the Ministry of Social Affairs and Health and the Ministry of the Interior.

Sports events arranged in Finland are considered public events subject to the Assembly Act. The police will issue an order regarding the public event and, upon a written application, a licence to serve alcoholic beverages can be issued by the State Provincial Office with jurisdiction in the municipality where the premises are located.

Alcohol may not be served at events intended for people under 18 years of age, and at events intended for adults, the serving of alcohol is minor in scale and carefully planned. Only a limited area within the sports event location will be approved as a licensed premises. The consumption of alcoholic beverages in spectator stands is prohibited. Spectators may not bring alcoholic beverages with them to sports events.

According to law, security stewards must prevent intoxicated persons from entering a sports event if they can on reasonable grounds be suspected of endangering order or security. A security steward is also allowed to remove from a sports event any persons who, in an intoxicated state, are disturbing order or other persons there.

Symbols of mild alcoholic beverages may be displayed at sports events, for example in programmes, within the competition area, on the competitors' clothes and on sports equipment. However, no such symbols are allowed on the clothes of athletes younger than 18 or at any sports competitions where the majority of the participants or spectators are minors.

Football matches

The safety regulations of the Football Association of Finland do not prohibit the serving of alcohol at matches in Finland. Alcohol is quite commonly served at football matches of the three highest men's leagues. Alcohol is not served in women's leagues and junior events such as various tournaments. Alcohol may not be sold at international matches or matches between

league teams subordinate to the UEFA and FIFA due to UEFA's safety regulations. Generally assessed, the serving of alcohol and consumption of alcohol by spectators is not a problem at Finnish football events. The licensing authorities contribute to the maintenance of this status by imposing strict controls on the types of events and circumstances for which alcohol licences are granted.

Ice hockey matches

The most important ice hockey matches are played at well-equipped ice stadiums in which the authorities strictly enforce the regulations on safety and alcoholic beverages. There are licensed sales points within the ice stadiums. Alcohol is served by authorised persons subject to official licences and limited to areas approved by the authorities (police, rescue department, State Provincial Office).

Alcohol may not be taken to spectator stands. It is also prohibited to bring your own alcoholic beverages to the events. The serving of alcohol is also supervised by security stewards hired by the arranger of the event and approved by the authorities. The efficiency of controls at ice hockey matches is possibly best illustrated by the fact that four World Championships in ice hockey were arranged in Finland between 1997 and 2003 (two men's championships, one women's and one youth championship). The total number of spectators exceeded one million. Official authorities only had to intervene in a handful of individual incidents associated with alcohol-influenced behaviour.

2.2 OCCURRENCE OF VIOLENCE AND MISBEHAVIOUR AT SPORTS EVENTS

No spectator violence or hooliganism has been observed in connection with Finnish football events. Some problem situations associated with international as well as national matches have of course been reported, but these can be categorised as individual cases of misbehaviour. It seems improbable that violent behaviour or hooliganism would spread to Finnish football in the near future. Supporters' clubs for Finnish teams and the national team mostly cooperate with the teams and the Football Association of Finland in compliance with mutually agreed rules. Furthermore, the membership of fan clubs remains quite low, with each club having some dozens of members on average.

Inappropriate conduct and shouting, usually directed at the referees and the visiting team's players, have become more common in Finnish football since 2000. In particular, such acts have been committed by the very same supporters who have set light to torches during matches, shouted and sung inappropriate utterances and songs, and repeatedly forced their way onto the playing field. Serious consequences have been avoided so far. Security organisations have been successful, and their efficient operations should be continued and developed further.

Multiculturalism and its side effects in Finnish football

At its best, sport is a common language shared by all. Sports and physical exercise as such promote and realise tolerance and understanding between different cultures and prevent racism. In a Finland that is becoming increasingly multicultural, sports and physical exercise serve as good instruments for promoting the integration of immigrants. On the other hand, the sports sector may also provide a medium for excessive nationalism and racism.

One of the objectives of sports clubs and associations is to eliminate prejudice, reduce racism and increase tolerance. The common rules of conduct do not accept any discrimination based on ethnic origin. Systematic work is being done to eliminate racism in sports, and active measures are being taken to intervene in racist phenomena.

Multiculturalism causes only few problems in Finland. Almost all of the 14 teams of the Veikkausliiga football league have foreign players, whose total number is currently 45. They represent different nationalities as follows: Sweden 7, Brazil 4, England 4, Russia 3 and two representatives from each of Albania, Argentina, Belarus, Croatia, Hungary and Nigeria. The following countries have one representative each: Australia, Bulgaria, Cameroon, Estonia, Georgia, Ghana, New Zealand, Paraguay, Poland, Romania, Serbia and Montenegro, Sierra Leone, South Africa, the Ukraine and Zambia. No discriminating behaviour against the foreign players of Veikkausliiga has been observed in Finland.

The following example cases focus on phenomena observed at matches in the Helsinki district and the international Helsinki Cup junior tournament.

In recent years, the Helsinki district of the Football Association of Finland has aimed to integrate ethnic Finns and immigrants into the same teams. Despite these efforts, the leagues within the district include more and more teams in which all the players represent some non-Finnish ethnic groups. The number of referees with an immigrant background has also increased immensely.

Despite educational sessions, information and discussions arranged by the district, the increased number of ethnic teams and referees has led to increased problems on the field. Various kinds of rule violations and cases of violence have often been caused by language problems and associated misunderstandings, and even by racist accusations directed not only at the players but also at ethnic referees. Cases where the referees themselves have demonstrated inappropriate conduct have also been observed. Some of the most serious cases have been reported to the police.

The most troublesome cases have been fights between ethnic groups and the original population on the field during matches, as well as verbal threats after the game and the associated threatening behaviour. Junior players have regrettably often been guilty of such conduct as well. Quarrels between teams of foreign backgrounds during and after matches have become the most recent problem. In a few cases, the police have had to be called to investigate and settle a potentially volatile situation.

The international junior football tournament Helsinki Cup has also suffered from disturbances in recent years. Finnish and foreign visitors, blinded by an excessive instinct of competition, have caused particular problems for the organisers. Losses have made people fly into a rage and blame the loss on the referees, systematic discrimination against foreign teams or even racism. In some cases, referees have been accused of favouring foreign players. The worst example dates back to 2003. There was a fight between two junior teams after a match, and supporters watching the match on the side of the field took part in the fighting. The most regrettable fact was that adults belonging to the organisation of an Asian team incited their players to attack the players of the other team, a Finnish junior team. In some cases, members of the team organisation and supporters have come onto the field after losing a match and have accused the referee of racism.

The disciplinary committee of the tournament has taken action with regard to the violations and incidents described above. Furthermore, the Football Association of Finland has reported the most serious cases to the appropriate national football associations for action.

Finnish teams and their supporters have also committed violations. However, the most serious cases known to the organisers have been the fault of foreign teams.

Violence does not belong in ice hockey

As in many other sports, ice hockey includes an unavoidable risk of injury. An ice hockey player accepts the characteristic risks of the sport and therefore may not demand compensation for damages from other players. Some players (SM League) also sign a written agreement with regard to this. No cases in Finland have resulted in legal consequences for ice hockey players. In a few cases, charges have been pressed but the cases have subsequently been settled by mutual agreement. Third parties (spectators) have filed two or three reports of assault in a public place. None of these have led to criminal liability. One case of a player assaulting a spectator is currently under criminal investigation by the police.

Ice hockey is a fast sport in which the players and spectators are appropriately protected. Protective equipment for the players, as well as circumstances allowed during the game, are specified in detail in the rules and bound to age groups (for example, face and neck protectors, the option of allowing or disallowing checks). Problems are immediately reported (referee observers), and any observed faults are corrected within the framework of national and international regulations and agreements.

Over the last fifteen years, there have been four serious incidents caused by game events and resulting in permanent injury (paralysis) in Finland. None of these have caused any consequences under criminal law.

Spectators are also sometimes injured at ice hockey matches. In most cases, the puck has landed in the spectator stands. The stands are protected by plexiglass and safety nets. Any deficiencies in safety systems will automatically result in liability for damages towards the injured person. The clubs are prepared for accidents through functional safety plans and valid liability insurance policies. Violence and spectator violence are almost unknown in the Finnish ice hockey culture.

2.3 FOOTBALL REGULATIONS AND MANUALS GUARANTEEING SAFETY

The Football Association of Finland has prepared its own safety regulations for football and futsal matches, applicable to all national and international matches played in Finland. The purpose of the regulations is to ensure that all football and futsal matches are organised in a safe manner in compliance with Finnish legislation. The regulations describe the general principles and scope of application, provide detailed safety regulations for football and futsal matches, and clarify the responsibilities and liabilities of the Association and other event organisers. Furthermore, the safety regulations include detailed provisions for the preparation of safety plans, security steward operations, structural safety and co-operation with the authorities.

Failure to comply with the safety regulations may lead to punitive measures in accordance with the penalty rules of the Football Association of Finland. The safety regulations can be

found in Finnish and Swedish on the web site of the Football Association of Finland (http://www.palloliitto.fi/palvelut/katsojapalvelut/turvallisuus/turvallisuus-maaraykset_2005/).

A designated safety manual has been prepared for top league matches (Veikkausliiga) with the intention of ensuring the quality, functionality and standardisation of safety arrangements at all league locations. The Veikkausliiga safety manual also supplements the requirements on conditions and safety imposed by the UEFA club licence system that apply to the international matches of Finnish clubs.

2.4 PREVENTIVE ACTION BY THE POLICE

Police intelligence is used to determine in advance whether there are some specific threat factors that could affect an upcoming football match. The scope of the intelligence obtained is substantially affected by the factors surveyed in the risk analysis applicable to the match. If the risk analysis indicates that problems can be assumed in some sector, measures to avoid problems must be taken.

The risk of an event is increased, for example, if there are foreign supporters or players involved. This might cause various extremist groups to become active and direct their actions at spectator stands or the immediate vicinity of the stadium. The regular supporters of the teams may also include members of extremist groups (such as those opposing foreigners). Such facts should be known to the organisers and the local police in advance of the event. This makes co-operation between the appropriate local police authorities and the event organisers important. When assessing the spectators of a football match, the first point to consider is the estimated number of spectators: whether this is a qualifying match or a friendly match?

Recent European and World Championship qualifying matches have attracted so many spectators that the Helsinki Olympic Stadium has been sold out almost every time (approximately 40,000 spectators). Interest in friendly matches and international practice matches has been less intense. Public interest in a match is proportional to its importance. Furthermore, people want to see their own national team in major final tournaments. The effect of the opposing country on the attendance is critical. Major and successful football countries almost always fill the stadium. In case of these matches, particular attention must be paid to the number and history of the visiting team's supporters. Their potential for organising trouble and the usual number of supporters coming to away matches must be considered.

When assessing the risk posed by supporters of the visiting team, co-operation and interchange of information between the authorities of the organising country and the opposing country is significant. These operations are associated with the tasks of the NFIP-FIN, which will be mentioned later.

Police authorities communicate with each other, providing information on potential troublemakers and known football hooligans. The police of the other country provide information on how the supporters will travel to the country and where they will stay. The Frontier Guard is provided with the photographs and personal data of supporters who cannot be admitted into the country as they are expected to organise trouble at the match. The frontier authorities will provide the police with lists of the names of the visiting team's supporters entering the country. They will also be photographed.

Police officers from the visiting team's country and the security chief of the visiting team will come to the country together with the supporters. They know their country's supporters and their conduct. They are able to identify potential troublemakers in the frontier authorities' photographs. Furthermore, they will assist the local police for the entire duration of the event, providing help in any language-related problems and assisting in the identification of supporters who cause disturbances.

Security stewards will also accompany the supporters, travelling with them and keeping an eye on their actions. The movements of the visiting team's supporters will be supervised for the entire duration of their stay in the country. The intention is to prevent any quarrels with the supporters of the home team by quick intervention in all volatile situations.

The spectators at international football matches are divided into three categories based on their risk:

- A** The spectators will probably not cause any problems at the match.
- B** If provoked, the spectators are prepared to disturb the event.
- C** The spectators are potential troublemakers prepared to commit illegal acts and actually seeking opportunities to do something shocking. They burn torches, let off rockets or use smoke or sound bombs. They move as a mass before, during and after the match. They also seek access to areas that are specifically prohibited.

NFIP-FIN

The National Football Information Point (NFIP), required by the European Union to operate in every Member State, is also active in Finland. The operations were initiated in 1999 and have evolved into a very important part of security activities – into an information and personnel exchange organisation. The purpose of intense information exchange (the security chief of the Football Association of Finland – NFIP contact point – police in the organising country – football association in the organising country) is to ensure the highest possible safety at football events, making it possible for spectators to safely watch the match without any disturbances. A NFIP delegate is involved in the preparations for tournaments in different countries, such as the co-operation associated with the World Championships in Germany in 2006. A Finnish delegate has also attended the safety meetings of the Champions League in the Netherlands (CIV). The first meeting attended by Finland was held in 2004 in Amsterdam. Decisions have been made to attend international seminars with almost no exception.

The Finnish NFIP office is located within Helsinki Police Department, Pasila Police District. There are no permanent staff, but one Chief Inspector, two Sergeants and two Senior Constables attend to the tasks in addition to their regular work. The NFIP staff gather intelligence and operate as contact persons as required. All of the personnel have experience in various UN tasks, for example, so they are accustomed to an international environment. A Finnish NFIP delegate will travel abroad with Finnish football spectators if their number exceeds 500. Two delegates will be considered if the number of spectators exceeds 1,200. Senior police officers have made study trips to several of the Finnish national team's away matches at the expense of local police authorities, and feedback on these trips has been positive.

Police officers from England, Wales and Sweden have been requested to attend international matches in Finland (the only club match so far being FC Haka–Liverpool). Such official assistance has always been available when requested. International co-operation between authorities has been smooth and is extending to ice hockey.

International co-operation and visits

International co-operation associated with the European Convention (on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches) is functioning smoothly, and the Council of Europe's T-RV meetings are attended by delegates from both the police and the Ministry of Education. Activity has substantially increased within the EU, and a so-called football manual has already been prepared. Finland is actively involved in the development of the manual and further harmonisation of legislation.

Finnish police officials have attended all major tournaments in Europe in recent years: WC 1998, Euro 2000, Euro 2004, Athens 2004, and a large number of other tournaments in order to gain knowledge. A wide variety of tournaments have also been arranged in Finland, even if not in football (however, the World Championship tournament for 17-year-old boys was arranged in 2003). The World Championships in Athletics are being organised in Helsinki between 6 and 14 August, so spectator safety issues are once more in focus.

2.5 TRAINING, CO-OPERATION AND SOCIAL INTERACTION AS RESOURCES FOR THE FUTURE

The police and the Football Association of Finland have arranged an annual two-day seminar at the National Police School for discussing problems and establishing practices and co-operation schemes. The seminars have been held in February, because winter is a quiet season in the world of football. The 2005 seminar was the first one to be included in the official training programme of the police. It was held at the National Police School in Tampere in co-operation with the Football Association of Finland.

So-called fan ambassadors operate in Finland. Among other things, they promote good attitudes among young people at school festivals and in the media. In recent years, attention has been paid in Finland to the fact that fair play and respect for others is very important in sports. The Young Finland programme and Fair Play activities have already established their positions in Finland (more about these in Chapter 4).

2.6 RESEARCH PROVIDES INFORMATION ON THE BEHAVIOUR OF SPORTS SPECTATORS

In order to promote spectator safety, it is essential that security personnel have access to information on the behaviour of Finnish sport spectators and the factors that affect that behaviour. The availability of information allows further development of spectator safety and the focusing of resources in the required direction.

The first studies associated with the subject mostly have a marketing approach. It has been important to know the social structure of the spectators and their origins, means of transport and motives. In recent years, efforts have been made to systematise the acquisition of information on sports spectator behaviour. The Department of Social Sciences at the University of Jyväskylä has initiated a research programme on the ethics and morals of sports. In this connection, the intention is to acquire information particularly on the behaviour of sports spectators from the viewpoint of the promotion of safety. The Ministry of Education is

funding a research programme on sports and law, and it will also serve the development of spectator safety.

Several studies and other related literature have been published in recent years:

- Identification of fans with their favourite teams and players (Petri Godenhjelm, 1998)
- You'll never walk alone (electronic material): a study of Finnish Everton fans (Web address: <http://selene.lib.jyu.fi:8080/gradu/g/1614.pdf>, Harri Heinonen, 1999)
- Barleycorn in the eye – Finnish sports spectators and alcohol (Harri Heinonen and Petri Godenhjelm, 2000)
- Finns at Anfield: a case study of Finnish football fans at the World Championship qualifying match England–Finland at Anfield in Liverpool on 24 March 2001 (Harri Heinonen and Petri Godenhjelm, 2001)
- The Cult Book: studies on current cult phenomena (eds. Urpo Kovala and Tuija Saresma, 2003)
- Intelligence and risk analysis of public events. Development exercise. Leadership course for senior police officers (Jyrki Mönttinen, 2003)
- Games and fields: essays on sports and exercise (ed. Kalervo Ilmanen, 2004)

3. Safety of sports events and associated safety arrangements in Finland

Throughout the ages, a wide variety of events ranging from Midsummer feasts and dances all the way to sports competitions have been arranged in Finland. The event organisers have primarily included not-for-profit associations and clubs. The events have been mainly volunteer-based fundraising events that have made it possible to run the association's operations. The arrangement of events was formally supervised by the local police chief. Responsibility for the event was perceived to belong to the authorities rather than to the event organiser.

The Decree on Public Amusements in Rural Areas (1924) specified some responsibilities for the organiser. The Act on Stewards at Amusement Events (1930) and the Act on Intensifying Security (1933) also imposed responsibilities on the organiser, but the said Acts and Decrees mostly defined issues associated with steward operations. The Act and Decree on Public Amusement Events enacted in 1968 defined more detailed conditions and obligations for the arrangement of events. The obligation to notify of events was included among these. However, no actual responsibilities were specified for the event organiser, but the authorities acquired improved opportunities to influence the realisation of events.

Only the currently valid Assembly Act of 1999 clearly defines the organiser's responsibility for the entire sports event, as well as other public events. Currently valid legislation corresponds better to the current state of affairs in event organising, with professional services provided by businesses and organisations replacing traditional volunteer work. More statutory responsibilities and obligations have also been imposed on the safety of events. This has contributed to a decline in traditional volunteer steward activities and made more room for professional maintenance of order.

The Rescue Act and the Decree on Rescue Operations (2003) also directly define obligations and responsibilities for event organisers, and these must be taken into account when organising an event. If valid legislation is violated at a public event, the offender can be penalised by virtue of the Assembly Act, the Penal Code and/or the Public Order Act.

Commercially arranged events and the associated responsibilities are governed by several other statutes as well, such as the Product Liability Act and the Occupational Safety and Health Act.

3.1 THE ORGANISER'S RESPONSIBILITY AT A SPORTS EVENT

The Assembly Act includes provisions on the arrangement of a public event, the right to arrange such an event and the maintenance of safety. Another crucial statute applicable to spectator safety is the Security Stewards Act (1999): the Act includes provisions on the rights, obligations and powers of a security steward. Finnish sports events are primarily organised by sports clubs (local competitions) or sport-specific associations. According to the regulations, the arranger of a sports event is responsible for safety, including the planning of the event, co-operation with the police and the fire and rescue authorities, as well as the safety arrangements during the event. The arranger is responsible for notifying the police of the event and taking out the required public liability insurance. Furthermore, the arranger must obtain the permission of the owner or occupier of the site to organise the event.

The greatest challenge associated with the responsibilities of event arrangers – including organisations that produce events on a professional basis – is to actively follow changing legislation and adapt procedures to comply with new requirements. The understanding and competence of organisations operating on the traditional volunteer spirit may not be sufficient for producing events in accordance with today's responsibilities and obligations.

All in all, reformed legislation has had a positive effect on the arrangement of events in Finland. Event arrangers have become more aware of their responsibilities and obligations, which has resulted in improved overall safety of events during the last five years. Because awareness of responsibilities and obligations plays a key role in the arrangement of a safe event, particular attention must be paid to training for event arrangers and the provision of information on their crucial responsibilities.

3.2 COMPETENT AND SUFFICIENT SECURITY STAFF AND TRAINING OF THE STAFF

The sports event organiser has to ensure that, considering the size and character of the event, sufficient and adequately competent staff are available to ensure safety. The organiser of a public event can appoint security stewards, the required qualifications, authority and duties of whom are prescribed in the Security Stewards Act.

Security steward certification may be granted to persons of full legal age who are suitable to perform the duties of security stewards and who have received the training specified by the Ministry of the Interior. Security steward certification is granted for a maximum of five years at a time by the local police department of the applicant's municipality of residence. A person granted security steward certification will be issued a security steward identity card. At the moment, the police register includes the information of 42,000 trained security stewards. The police can cancel security steward certification if the person no longer meets the preconditions for being a security steward. Alternatively, instead of cancelling the certification, the security steward can be cautioned.

The duty of security stewards is to maintain order and security and to prevent crime and accidents at the event or site for which they have been appointed as security stewards. In addition to public events, security stewards can maintain order and security at sites including restaurants, campsites, shopping centres, traffic stations and on board public transport.

Security stewards shall give priority in their actions to measures that further the security of the public. According to the law, security stewards shall act in an appropriate and objective manner and promote a conciliatory spirit. Security stewards shall maintain order and security in their area of operation, primarily through advice, requests and orders. Measures taken by security stewards shall be performed without causing more damage or inconvenience than is necessary to perform the duty.

According to the law, security stewards shall prevent from entering a certain event any persons who, on account of their intoxication, behaviour or equipment, can on reasonable grounds be suspected of endangering order or security there. Security stewards have the right to remove from their area of operation any persons who in an intoxicated state, are disturbing order or other persons there. Security stewards also have the right to frisk, with the aid of a metal detector or other such technical device, anyone seeking to enter their area of operation or anyone inside the area, for the purpose of ensuring that they have no objects or substances on their person or with them that could endanger order or security, or whose possession within the area of operation is prohibited by law or by the provisions issued under the law.

In discharging their duties, security stewards have the right to use such forcible means as can be considered justifiable. When judging the justifiability of forcible means, due consideration shall be given to the importance and urgency of the task, the danger posed by any resistance, the available resources and other factors affecting the overall assessment of the situation. The Ministry of the Interior may issue further provisions, by decree, on the use of forcible means equipment, such as handcuffs, canes and sprays. With the permission of the local police department within whose area of jurisdiction the event is located, a security steward may, while on duty, be accompanied by one dog on certain preconditions defined in the Security Stewards Act.

Training for security stewards is arranged by local police and trainers approved by local police, such as workers' institutes, vocational schools and private commercial trainers. The training includes a three-day basic course and two-day special courses taken after the basic course. The special courses deal with forcible means equipment, their use and first aid.

Sports organisations have also been active with regard to the preparation of the Assembly Act and the Security Stewards Act. In co-operation with the Ministry of the Interior and Helsinki Police Department, the Finnish Sports Federation has already provided training for persons who train security stewards, and subsequently, they have trained some 10,000 certified security stewards. Further training has also been provided to the trainers.

Completing the basic and special courses requires an acceptable level of performance in a written theory test and possibly a demonstration test showing practical skill. Furthermore, the police can require that the organiser of the event train the security stewards in any special issues applicable to the site and the premises. A person who has completed the basic course is qualified to act as a security steward at conventional public events such as dances, performances and various presentations.

Taking into account the extent and nature of the event and for any other special reason, the local police department within whose area of jurisdiction the event is located can also grant security steward certification for an individual event to persons who do not have the specified training.

Some educational material is available in Finland for sports event organisers, for example the Manual for organisers of public sports events (in Finnish, Ministry of Education, 2000) and What, why, how?: a manual for event organisers (in Finnish, Hanna Iiskola-Kesonon, 2004, published by the Finnish Sports Federation).

3.3 ROLE AND DUTIES OF THE POLICE IN SPORTS EVENTS

The arranger shall notify the local police of the arrangement of a public event in writing at least five days before the beginning of the event. The police may accept also a notification made later, if the arrangement of the event will not disrupt public order and if the late notification will not unreasonably hamper the performance of the statutory duties of the police.

However, no notification need be made of a public event which, owing to the low number of participants, the nature of the event or the place of the event, does not require measures for the maintenance of order or security nor for the prevention of inconvenience to the bystanders or damage to the environment, nor special traffic arrangements.

The police may prohibit the arrangement of a public event, if other measures are inadequate and if it is evident that:

- 1) the event is illegal or its arrangement essentially violates this Act or the orders issued by virtue of this Act;
- 2) order and security cannot be maintained at the event;
- 3) the arrangement of the event will endanger health or cause damage to property; or
- 4) the arrangement of the event will cause significant inconvenience to bystanders or damage to the environment.

It is the duty of the police to safeguard the exercise of the freedom of assembly. In addition, the police shall see to it that the arranger fulfils its duties under the Assembly Act and, where necessary, shall undertake measures for the maintenance of order and security in a public event. The police and rescue authorities shall have free access to public events while on duty.

According to the Assembly Act, where necessary, the police may, before or during the event, issue orders or instructions on the arrangement of a public event. In the case of major events, the police make a decision prescribing the minimum preconditions for the arranger of the event. In the case of international football matches, the police always require the organiser to provide a written safety plan that is quite detailed.

In addition to the arranger of the public event, the police and security stewards have the right to prevent or interrupt a public event or order it to disperse if other measures have not proven adequate or, for example, if it is evident that order and security at the event cannot be guaranteed.

According to the Assembly Act, in a public event or in its immediate vicinity, no one shall keep a firearm, explosives, sharp weapon or other comparable object or substance in his/her possession, where there is reason to believe that it could be used in the commission of a criminal offence against the life or health of another person.

The arranger and the police have the right to prohibit the possession of intoxicating substances at a public event. For the maintenance of order and security, the arranger and the police may also authorise the security stewards to inspect the participants in the event and their personal belongings upon entry. Anyone who commits an offence at a public event or causes any disturbance that is not minor can be taken into police custody for the duration of the event (Police Act).

The arranger is fundamentally responsible for order and security at the location of the event and its immediate vicinity, and the police are responsible for public areas in the wider surroundings. The police operate according to the spirit of the Public Order Act, promoting general order and security.

Due to the central role of the police, local police at every locality where a football team plays in the top league have appointed a senior police officer responsible for security tasks and particularly for their planning.

3.4 RESCUE OPERATIONS AS A SAFETY FACTOR

Rescue departments, formerly known as fire brigades/fire departments, have been involved in promoting safety at public events throughout the ages. The character of public events has changed slightly during recent years because of preparations for spectator violence at football matches, high attendance at concerts, the need for temporary stands and the existence of multifunctional premises (for example, an ice stadium being used as a boxing arena).

Like other authorities, the appropriate rescue authority has carried out safety inspections whenever a special or large public event has been arranged. At their best, co-operation between the authorities and official supervision serve to prevent accidents.

The Rescue Act (2004) and Rescue Decree regulate rescue operations. According to the Rescue Act, the owner and holder of a building, any party engaging in industrial and business operations, public authorities, institutions and other organisations are obliged to prevent dangerous situations in the location in question and in its other operations, to prepare for the protection of people, property and the environment in dangerous situations and to prepare for any rescue measures that they are able to carry out independently.

The rescue authorities are obliged to draw up the necessary plans for rescue operations in co-operation with the different parties involved. The rescue authorities are entitled to obtain reports on resources that can be used for rescue operations.

With regard to sites where the operations practiced or the circumstances cause higher than normal risk to fire safety, personal safety or the environment, the regional rescue authority can, for a special reason, order that appropriate fire-fighting equipment and other equipment that facilitates rescue work shall be acquired and that other necessary measures shall be taken at the said site in order to prevent accidents and to secure people and property in case of an accident.

The police often request a report from the rescue authority in the course of handling a notification of a sports event. In the case of major events, the authorities jointly review the licence application.

The rescue authority issues instructions to the organiser of the public event. A safety plan, including the following, has to be drawn up for any public event:

- General information on the event: name, location, time of the event, contact information and attendance
- General information on the site: normal purpose, temporary structures, accessibility, equipment that facilitates rescue work, fire alarm, fire-extinguishing equipment, smoke venting, signage and safety lighting, ventilation (emergency stopping) and guidance
- Fire safety
 - first-aid fire-extinguishing equipment (existing on site, additional equipment)
 - exit routes (the visibility of markings, lane widths, safety lighting)
 - partitioning (fire doors, feedthroughs, temporary structures)
 - electricity (cable routes, overloads, preparation for power failure)
 - heating (existing, additional heaters: gas, electrical, etc.)
 - smoking (smoking area, ash trays)
 - decorations (fire protection if necessary, placement: not on exit routes)

- announcement instruction (to be prepared for potential accidents, a responsible person to be appointed)
- communications (existing connections, backup system, issuance of alarm: internal and general emergency number)
- gases (equipment, reserve bottles, storage, shutdown locations, etc.)
- explosives (fireworks, indoor and outdoor use)
- safety organisation of the arranger (third party – voluntary fire brigade, etc., security stewards, orientation for the tasks)
- First aid
 - staff
 - supplies
 - treatment room reservation
 - collection point for transport
 - guidance for patient transportation
- List of responsible persons
- Site plan
 - map of the area
 - rescue routes
 - exit routes
 - first-aid fire extinguishing equipment
 - shutdowns (for example electricity, gas, water).

Special attention has been paid to safety at high-risk matches. Professional rescue staff with sand buckets for extinguishing any marker smoke or torches are always present. No problems have arisen so far.

Large public events are typical occasions of co-operation between several authorities. The efforts of all authorities are an extremely important foundation for the success of major public events. Rescue authorities have always invested in safety, and under the new Act, even larger investments will be made. Preparation and advance planning play key roles in the arrangements for a safe event.

First-aid operations

The Football Association of Finland has provided instructions for first-aid operations at matches of different levels. The first-aid staff at Veikkausliiga national matches are reserved primarily for the spectators, with at least one first-aid patrol per stand in use. Most of the staff are local Finnish Red Cross first-aid people with their own treatment equipment. A separate first-aid station manned by at least one first-aid person is provided on site. Few matches have an ambulance on duty. Not all stadiums have a specific collection point for ambulances.

In international matches (UEFA, FIFA) the first-aid staff are also reserved primarily for the spectators. An ambulance is compulsory at all official qualifying matches and tournaments (including junior tournaments). There is at least one first-aid patrol in every open stand, and every match has a first-aid station manned by first-aid staff. The collection point is the ambulance or a first-aid room, because the ambulance on site primarily does not carry out transport but stays at the stadium. Rescue staff are often present at the management centre, and they usually manage and take care of any rescue tasks.

First-aid arrangements at the events of the Football Association of Finland have functioned well. There have been few cases where treatment has been required. Every first-aid person also receives work instructions for safety staff when arriving at the event. In Tampere (Ratina Stadium), the management of TamRescue first-aid staff also participate in training for safety staff.

3.5 PREPARING FOR SECURITY RISKS AND PRACTICAL SAFETY ARRANGEMENTS

This chapter addresses issues primarily from the viewpoint of safety at football matches, but similar points, such as the inspections of ice stadiums, preparation of safety plans, co-operation between authorities, safety staff and training are also applicable to the planning and protection of safety at ice hockey matches.

Football - league licence and UEFA club licence

The operation of Finnish league clubs has been determined since 1998 by the so-called league licence system that has guided the operations of major league clubs in detail. Since 2004 the league licence has been included as part of the UEFA club licence that is a Europe-wide quality management system for clubs. The UEFA club licence includes a separate section on conditions and safety but it only covers the basics related to safety.

The League's safety manual

The safety section of the league licence is considerably more detailed, and every club has to comply with its regulations and fulfil its obligations in order to be given permission to play in the top league. The purpose and objective of the safety manual is to ensure the quality and standardisation of safety arrangements at all league locations and stadiums.

Stadium inspections

The implementation of safety regulations is monitored on an annual basis. Among other things, the safety chief of the Football Association of Finland inspects all stadiums jointly with the authorities before the beginning of the season. At the same time, it is ensured that the rescue plans required by the law have been drawn up for the stadiums and that the appropriate official inspections (such as a fire inspection) have been carried out at the actual stadium. During the playing season, the safety chief of the Football Association of Finland intends to visit each league location at least once to supervise the safety arrangements of a match.

Safety plans

A written notification of a football match must be submitted to the local police authority at least five days before the beginning of the event. Notification is not needed of matches in which low attendance and the nature of the match do not require any measures to maintain safety and order, such as the appointment of security stewards.

According to the safety regulations of the Football Association of Finland, the clubs in Veikkausliiga and Ykkönen and, if necessary, even clubs at lower levels must prepare a safety plan with regard to safety arrangements for the matches during the playing season, describing the overall safety arrangements for the matches to the club's own organisation as well as to the authorities. The plan must provide information on at least the following matters:

- Basic information on the match/matches
- Estimated attendances at the match/matches and their risk rating
- Organisation and contact information
- Information about entrance tickets and passes
- Safety staff, their number and tasks
- Traffic and parking arrangements
- Risk survey of the match (risks, the consequences/effects, probability, measures)
- Instructions for various types of crises, threats, crimes and accidents
- Communication arrangements
- Measures directed at the supporters of the visiting team.

The safety plan and the attached safety regulations of the Football Association of Finland and the stadium's rescue plan must be supplied to the local police authorities and rescue authorities, as well as to the Football Association of Finland, well in advance of the beginning of the season, together with the notification of a public event. Every member of the safety organisation must receive sufficient training associated with the safety of matches and clear written work instructions.

Co-operation with authorities

It is essential that a comprehensive risk survey is made before each sports event. At least the following issues affect the risk rating of the largest football matches: status of the match (friendly game or qualifying match), attendance, and relations between the countries involved. The risks of every match are determined on a case-by-case basis. International official qualifying matches are, in practice, always classified as high-risk matches.

Close co-operation between the sports event organiser and the authorities largely guarantees the safety of the event environment. Co-operation makes it possible to anticipate many safety risks and to react to them in time.

Those in charge of safety will contact the local police authorities and rescue authorities before the beginning of the season, informing them of the football matches for the upcoming season and of their safety arrangements. The completed safety plan will be supplied well in advance, together with the public event notification, to the local police who grant permission to arrange football matches. Those in charge of safety will also inform the authorities immediately of so-called risk matches and generally of any matches that have become matches of higher risk, for example through advance information or intelligence. During the last three years, some half a dozen problem situations and provocations have been prevented through efficient co-operation between the clubs, the Football Association of Finland and the police and through special arrangements.

Safety staff

Once the Assembly Act and the Security Stewards Act entered into force, event organisers had to pay special attention to the competence and training of safety staff. The old type of security stewards disappeared and they were replaced by duly trained security stewards certified by the authorities.

Only in a few league localities the local police authority accepts persons with no valid security steward identity card for safety duties. The situation will probably change during the next few years so that the authorities will no longer allow any people other than trained and certified security stewards to belong to the safety organisations of league teams.

The Football Association of Finland only uses trained and certified security stewards at its own matches. Furthermore, professionals of different fields, such as first-aid persons (first aid for spectators) and rescue men (fire guarding) work in the safety organisation of major international matches.

Acquisition and dissemination of information

The people in charge of safety within league clubs attempt to prevent problem situations in advance by acquiring and passing on information. Through the identification of risk factors, they are able to modify safety arrangements in order to eliminate potential risk factors. The people in charge of safety effectively forward information to each other and to the authorities and are in direct contact with the supporters of the visiting team before matches. The league's safety manual includes instructions, schedule and forms for relaying information. In practice the forms have been poorly used, but the people in charge of safety have forwarded information by other methods, such as by telephone.

Training and other events

The safety organisation must be provided with sufficient training in relation to the safety of matches, covering the entire safety plan, the contents of the order given by the police for the public event and the rescue plan of the stadium. Safety training shall also be provided to other parts of the organisation, such as sales staff, those taking care of the field, and ticket salespeople. It is particularly important that the entire organisation responsible for the club and match arrangements commits itself to the safety plan and follows it.

The safety plan, the stadium's rescue plan and the safety regulations of the Football Association of Finland must be available for viewing at every match, for example in the stadium control room.

Every year before the beginning of the season, the Football Association of Finland arranges a training event for the people in charge of safety within the league clubs, covering at least the safety regulations, the league's own safety manual and other current matters. The Football Association of Finland also arranges an annual two-day seminar on football safety jointly with Helsinki Police Department (for the fifth time in 2005), with the target group including the managing directors and safety chiefs of the league clubs, the police authorities and rescue authorities at league locations, the Ministry of the Interior, the Ministry of Education, the Finnish Sports Federation, officials of Veikkausliiga and the Football Association of Finland, as well as the managing directors of the Olympic Stadium, the Ratina Stadium, the Pohjola Stadium and the Veritas Stadium. After the season, the Football Association of Finland arranges an analysis and feedback event for the people in charge of safety within the league clubs jointly with Veikkausliiga, evaluating and discussing safety operations in the past season.

3.6 Safety arrangements at international football matches

Matches played in Finland

In addition to normal legislation, international matches played in Finland are also regulated by the safety regulations of the umbrella organisations for football, FIFA and UEFA, as well as the supplementary safety regulations of the Football Association of Finland.

There is often “a full house” at international football matches, particularly those between national teams: for example, there can be up to about 40,000 spectators in the stands of the Olympic Stadium in Helsinki.

Planning and preparation

The planning and preparation of major matches usually starts 9 to 12 months before the match. The first meetings with the authorities (the police, rescue operations, as well as the Frontier Guard and Customs, if necessary) are held as early as 12 months before the event, with the intention of sharing as much information as possible and keeping the authorities up to date on the match arrangements. The authorities are involved in the preparation of safety plans from the very beginning. The flow of information in both directions is immediate and transparent during the entire process.

At least six months before the match, the first contacts with security companies are made and the recruiting of security staff begins. The premises and areas required in the vicinity of stadiums for the safe movement of the public, traffic arrangements and parking arrangements are also reserved at the same time. The camera locations and parking areas for production vehicles, among other things, are discussed with the company responsible for television production.

Efforts are made to receive information from the opponent’s association as early as possible with regard to the number and character of the visiting team’s supporters travelling to the match. At the same time, basic information about Finland, the match location and stadium, as well as other practical arrangements related to the match are provided to the opponent’s association.

Sale of tickets

In general, the sale of tickets corresponds to the recommendations of the Council of Europe’s spectator violence committee. The intention is to always start the sale of tickets well in advance. Before starting the sale of tickets, the safety chief of the Football Association of Finland and the person in charge of the sale of tickets decide on the stands to be opened for sale, closing certain stand sections that are reserved for visiting supporters, the home team’s supporters and for other special groups.

Tickets to international A matches can only be purchased through a ticket sales company called Lippupalvelu that has sales offices all over Finland. This company is responsible for the sale of tickets to all of the most significant events in Finland. Lippupalvelu has been responsible for the sale of tickets to international A matches of the Football Association of Finland for the last 15 years, and no major problems have been observed in the sales operations. However, there is not enough space on the ticket for all of the important

information intended for the spectator and the ticket itself is not of any particularly high technical standard, but no forged tickets have been found at matches, at least so far.

In Finland tickets are traditionally sold at the entrance gates. This arrangement causes problems especially at matches that are not sold out. Spectators with no tickets will often arrive at the entrance gates too late and jam the passages. Ticket sales point offices should be located at least 30 metres from the gates and placed so that those purchasing tickets will not block the normal passages used by spectators entering the stadium.

Safety plan

The safety plans for major international matches do not essentially differ from those of smaller national matches. In the case of European or World Championship qualifying matches, the operations during the day of the match are scheduled in detail, and everything starting from the official inspection of the stadium and the morning meeting will happen in accordance with the agreed schedule. Furthermore, an English version of the safety plan is prepared and distributed at least to the UEFA and/or FIFA delegates and to the Finnish as well as the foreign authorities.

Safety staff

The Football Association of Finland solely employs as safety staff unimpeachable persons who have completed a course for security stewards, hold a valid security steward identity card and have the necessary ability and skill for safety duties as well as customer service. The safety organisation at major international matches played on the Olympic Stadium consists of about 400 security stewards and about 150 other safety staff. The security stewards handle security checks at the entrance gates, stand supervision, field supervision, indoor safety and action groups. Other safety staff are responsible for duties such as the inspection of tickets at the gates, traffic control and parking control. Trained first-aid staff of the Finnish Red Cross are in charge of first aid for spectators, and professional rescue men are in charge of fire security. The entire safety organisation is managed by the safety chief of the Football Association of Finland, who is assisted by at least two assistant safety chiefs.

There are enough security stewards with basic training in Finland, and their recruiting is not a problem even at major match events. Problems appear when a larger number of high-quality security stewards familiar with the stadium (e.g. Olympic Stadium, Ratina Stadium) are needed. There has also been a shortage of female security stewards at times.

Equipment for safety staff and other safety equipment

The Football Association of Finland equips the whole safety organisation with uniforms and equipment necessary for their duties. The safety staff have access to jackets for security stewards, traffic controllers and ticket inspectors bearing the markings prescribed by law, seats (for field supervisors) and portable radios. Furthermore, every safety person receives written work instructions.

The Football Association of Finland also makes and provides cloakroom labels and cloakroom bags for the entrance gates, banners identifying prohibited objects, as well as large guide banners that can be displayed on the wall of the stadium to guide spectators to the correct stand sections, for example.

Gate operations

In addition to national legislation (Assembly Act, Security Stewards Act) and the safety regulations of the Football Association of Finland, the safety arrangements for European and World Championship qualifying matches played in Europe are regulated by the UEFA Binding Safety and Security Instructions, according to which spectators must be searched before being admitted.

According to the Assembly Act, the organiser of the event and the police have the right to order a special entrance inspection to be performed on the spectators if the nature of the event or risks related to it require it. The organiser cannot carry out inspections itself but must appoint security stewards to carry out the task.

The general rule is that all spectators arriving at an international match played in Finland and all their belongings are inspected. The purpose is to ensure that no objects, materials or intoxicants that are prohibited by law or otherwise endanger the safety of the match are carried to the stands. The inspections must be discreet. In the case of a body check (for example, inspection of the contents of a spectator's pockets), the inspector must be of the same gender as the person being inspected.

Admittance shall be denied to persons clearly under the influence of intoxicants (alcohol, drugs), aggressive persons and persons found to be in possession of alcohol, drugs, rockets, torches, smokes, explosives, sharp weapons, firearms, political, racist, insulting or otherwise forbidden flags or banners, or any other objects or materials that may endanger the safety of the event. If a person's admittance is denied for the above reasons, he/she shall be handed over to the police who make a decision on any further measures. If the police are not available, the person is taken outside the gates and will not be let into the stadium even if the person manages to acquire another ticket.

There are so-called cloakroom boxes at the entrance gates for temporarily collecting objects from the spectators (all bottles, golf umbrellas and similar objects), that are not prohibited by law but that might endanger the safety of players, referees, photographers, spectators or safety staff if thrown, for example. The cloakroom boxes are retained at the gates for the duration of the match. Any confiscated objects will be returned to the spectators after the match.

Role of the authorities

The police and rescue authorities are involved in the initial stage of planning the safety arrangements. The flow of information has to be immediate and open during the whole process. Once the arranger has prepared a safety plan and submitted it to the authorities, the police will make a decision on the public event on the basis of the plan, usually including instructions and regulations imposing obligations on the arranger of the event.

The police normally have a passive observer's role at football events, in other words the police primarily supervise that the arranger implements the arrangements presented in the safety plan and jointly agreed upon with sufficient numbers of staff. In major events the police have taken a more active role because the effects of the match clearly extend outside the stadium. In that case the police take care of measures and plans of action outside the stadium (observation, crowd control) such as within an urban area, at airports and at harbours.

The police will also escort the teams into the stadium before the match and out of the stadium after the match if necessary. The police authorities naturally maintain close contacts with their foreign colleagues, acquiring and passing on information.

The rescue authorities are responsible for the structural safety of the stadium and will inspect the structures and safety of the stadium before an international match and at other times as necessary.

Action groups

The police authorities and rescue authorities have taken an active role also during the actual course of a major football match deemed to be of high risk. The police and security stewards will patrol the vicinity of the stadium and inside the stadium before, during and after the match in action groups consisting of two police officers leading the group and four security stewards.

The field leader responsible for managing the operations of the action groups is a separately designated police officer. The groups have been distributed among different sections of the stadium and assigned certain special tasks, such as the apprehension of spectators who attempt to go onto the field and safeguarding of the players and referees when they arrive at the stadium and leave it, as well as during the actual match.

The action groups have been used since 2001 and they have proved to be extremely efficient. Their advantages include mobility and speed. Each group is assigned a basic area of operation, but if necessary, every group can be transferred to a new location and task in less than a minute. The placement and visible active movement of the action groups is intended to prevent any problem situations in advance. On the other hand, the action groups have proved to be extremely efficient in actual crises or problem situations solely due to their size. In matches deemed to be of high risk, the number of groups varies between 10 and 20. For example, the World Championship qualifying match between Finland and Germany arranged at the Olympic Stadium in 2001 had a total of 26 safety action groups consisting of 52 police officers and 104 security stewards. The groups have so far only been used at international A matches and qualifying games played in Helsinki and Tampere.

Management centre

The management of the safety organisation at international matches, including the safety chief of the Football Association of Finland and the leaders of the authorities, is located in an official control room that centrally houses the on-duty radios of the Football Association of Finland and the authorities.

The control room location within the stadium must provide unobstructed visibility to all the stands and the field. The following telephone connections, technical devices and manuals also have to be located there: telephone connection, internal and external line, a GSM telephone as a backup device, a control device for announcements or at least a direct internal telephone connection to the announcer's booth, stadium camera and video surveillance equipment, rescue plan of the stadium, safety plan of the match, safety regulations of the Football Association of Finland and a sufficient number of floor plans of different parts of the stadium and neighbouring areas.

In the 21st century the Football Association of Finland has arranged international A matches at the Olympic Stadium in Helsinki, the Ratina Stadium in Tampere, the Finnair Stadium in Helsinki and the Pohjola Stadium in Vantaa. An appropriate official control room is currently found at Ratina Stadium, Pohjola Stadium and Finnair Stadium. The control room at the Olympic Stadium currently lacks a camera and video surveillance system, but the situation will probably be corrected during 2005. None of the control rooms have a designated control device for announcements, but the announcer's booths at the Finnair Stadium and the Ratina Stadium are located in the immediate vicinity of the control room.

No complete permanent plans of the stadium premises and vicinity can be found in any of the stadium control rooms; these must always be prepared on an event-specific basis.

Supporter arrangements

Finnish spectators do not normally need any special arrangements at international home matches. Finland's national team has its own supporter's association, Suomen maajoukkueen kannattajat ry, which currently has slightly more than 400 registered members. A designated sector in the stands is always reserved for this group, and the group takes care of the sales of tickets to its members.

The supporters of the visiting team are provided with conditions of the highest possible quality for watching the match. They are assigned a separate entrance gate into the stadium and a safe section of the stands with all the necessary services (kiosk services, designated toilet facilities). If necessary, a designated, safe and supervised parking area for supporters' buses will be arranged. The purpose of all the arrangements mentioned above is to improve the comfort of every spectator at the match and to provide the visiting fans with an opportunity to support their own national team without interference.

Safety arrangements at international away matches

The number of Finnish spectators at international away matches has increased significantly in the 21st century. A total of 1,700 Finnish supporters travelled to the World Championship qualifying match England–Finland in 2001, followed by 1,200 spectators at the Netherlands–Finland match in 2004.

Even though the home team always has comprehensive responsibility for match arrangements, the visiting team also has certain responsibilities. At its international away matches, the Football Association of Finland is responsible for its own supporters, in other words it has to ensure that tickets to the stand sections reserved for Finns will only be sold to Finnish citizens.

Supporters are divided into three categories on the basis of their behaviour: Supporters in category A never cause problems. Supporters in category B also behave generally well but may cause disturbances if provoked by the troublemakers and hooligans of category C.

Finnish supporters have not caused problems at international away matches so far. At the moment, 98 % of Finnish supporters travelling abroad are classified as category A fans, with the remaining

2 % being category B fans. This means that the Football Association of Finland is able to sell a ticket to an international away match to everyone who wants to buy one. However, because of the UEFA safety regulations, anyone purchasing tickets must provide detailed personal data about himself/herself, in other words first name, last name, address, date of birth, passport number and nationality. Furthermore, the Football Association of Finland and particularly the authorities of the organising country are interested in Finnish supporters' means of travel, routes and places of accommodation for security reasons.

The Football Association of Finland and the travel agencies selling tickets and trips to away matches (Suomen Matkatoimisto, Event Travel Oy) record the above information for all ticket buyers. Because the Football Association of Finland is responsible for its supporters at away matches, it must have detailed information of all Finnish spectators who have bought tickets. In case of problems, the Football Association of Finland must be able to tell the local organisers and authorities the name of the person who has bought a ticket for a certain seat. Otherwise the information is not given to anybody.

The intention of the Football Association of Finland is to provide basic information on Finnish supporters travelling to an international away match as early as possible to a NFIP (National Football Information Point) contact person working at Helsinki Police Department, who will forward the information directly to his/her police colleague within the organising country. Approximately one week before the match, the safety chief of the Football Association of Finland will send the most recent information on supporters to the organising country's football association and to a representative of the Finnish NFIP. The information includes details on the numbers of Finnish supporters travelling to the match, their categories, character and behaviour, means and routes of travel, places of accommodation, numbers of fan buses and other current matters that affect safety.

If 250 or more Finnish spectators travel to an away match, the safety chief of the Football Association of Finland will also travel to the site to assist the organisers as well as the Finns. If the number of supporters is more than 500, the safety chief travelling to the international away match will be accompanied by 'fan supervisors' who serve as a part of the arranger's safety organisation during the event. The main task of the fan supervisors is to advise and assist Finnish spectators and supervise their behaviour during the entire event. The first fan supervisors from the Football Association of Finland travelled to the England–Finland match in 2001. Fan supervisors have also been present at the Netherlands–Finland match in 2004 and the Czech Republic–Finland match in 2005.

In addition to fan supervisors, Finnish police and rescue officers have travelled to some away matches (England–Finland 2001, Wales–Finland 2003, Netherlands–Finland 2004, Czech Republic–Finland 2005) with the main task of assisting local authorities and disseminating information to them.

Practical implementation of the international football manual (Council of Europe 6 December 2001)

Due to UEFA club licence requirements, the Football Association of Finland has collected very comprehensive information on each Veikkausliiga club and their stadiums for the purpose of decision-making related to licence administration. This information is kept by the Football Association of Finland. The Football Association or authorities do not currently have any special register of supporters, because the legislators have not yet found this necessary.

In addition to legislation, guidelines on security steward operations, entrance tickets and their sale, as well as rules and regulations covered by the manual are provided in the safety regulations of the Football Association of Finland and in the Veikkausliiga safety manual. At the moment, the manual is not used as any special checklist of the safety arrangements of matches in Finland.

3.7 SAFETY ARRANGEMENTS IN ICE HOCKEY

The Finnish Ice Hockey Association, the SM hockey league and the ice hockey clubs together with the owners of ice stadiums have paid particular attention to the structural safety of stadiums as well as spectator safety.

The Finnish Ice Hockey Association has an ice stadium committee intended to support the development of ice hockey in Finland, improve the safety and conditions of ice hockey, as well as promote the safety of the users of ice stadiums and spectators. Every year the committee arranges a one-day event on the structural and personal safety of ice stadiums for the constructors and developers of ice stadiums.

Every ice stadium has its own safety chief, as well as rescue plans and safety plans required by the laws and the authorities containing the following:

- Safety plans and their justification
- Dangerous situations and their effects
- Measures and possibilities to prevent dangerous situations
- Persons responsible for safety
- Safety materials
- Plans of action for different cases of accidents, dangerous situations and damage
- Co-operation with the authorities
- Information.

The Finnish Ice Hockey Association and the SM hockey league are currently verifying the rescue and safety plans of ice stadiums, their contents and up-to-datedness. Special attention will be paid to co-operation between the ice stadium safety organisations and the authorities.

3.8 FUNCTIONAL AND SAFE STADIUMS AND SPORTS ARENAS IN FINLAND

Most sports facilities in Finland (85 %) are owned and maintained by municipalities. Finnish construction law requires special attention to be paid to the general safety of structures. Stadiums in Finland are intended to serve multiple purposes, for example as athletic arenas and arenas for football matches. Information on the largest stadiums in Finland is presented in Appendix 3.

According to the Rescue Act, any building or structure and its environment must be designed, constructed and maintained so that the danger of a fire breaking out or spreading is minimal and that rescue operations will be possible in the case of an accident. The provisions of the Land Use and Building Act and any regulations issued by virtue of it also apply to design, construction and maintenance.

FIFA and UEFA have published a common guide of technical recommendations and requirements for the structures of football stadiums: "Football Stadia – Technical Recommendations and Requirements for the Construction or Modernisation of Football Stadia". The guide specifies recommendations and requirements for issues such as the general safety of stadiums, fire safety, first-aid facilities and stand areas. The recommendations and requirements of the guide apply to the construction and modernisation of stadiums in Finland where applicable, taking the multifunctional nature of the stadiums into account.

The stadiums of all the league clubs in Finland have been accepted as arenas for Veikkausliiga football matches. Each league club and its stadium must fulfil the conditions of the league licence in order to be allowed to play in Veikkausliiga, as well as the conditions of the UEFA club licence in order to be allowed to play in club team tournaments subordinate to UEFA (UEFA Cup, Champions League, Inter Toto Cup). The stadiums of all the Veikkausliiga clubs are currently approved as game arenas for league matches. The stadiums in Mariehamn, Jakobstad, Kotka, Rovaniemi and Tornio have temporary approval for Veikkausliiga matches – the most important reason for this is the fact that the number of covered stand places at these stadiums is insufficient (the minimum requirement being 3,000).

General description of safety arrangements at the largest stadiums

The safety of Finland's stadiums has the following starting points:

- Rescue plan is in accordance with the Rescue Act
- Event-specific safety plan (by the organiser)
- Structural safety (annual official inspection)
- Co-operation with the authorities
- Trained staff
- Requirements of the UEFA club licence system
- Technical readiness
- Independent follow-up.

The stadiums provide the arranger with security staff in accordance with the safety plan. Each stadium carries out the event operations together with the arranger's safety chief, providing special knowledge on the event site and operations during the event.

Security staff at the stadiums are required to have a valid security steward identity card and to complete the stadium's own introductory training (knowledge of the site, customer service). The number of new security stewards can be limited on an event-specific basis. The stadiums will accept the staff plan and the persons in advance.

Areas for development at the largest stadiums

There is a desire to further improve the safety of sports facilities in Finland. Stadiums must concentrate on the development of the following areas in particular:

Fire safety and rescue safety

- Acquisition of fire alarm systems and automatic extinguishing systems.
- Information services to all interest groups of the stadium, including the general public.

Structures

- The building supervision authority in each town has controlled and is still controlling issues related to public buildings. However, the operations are passive.
- From the point of view of supervision and real estate maintenance, the following issues can be developed at each stadium or site:
 - Tests and inspections on individual systems performed by the Safety Technology Authority
 - Electronic maintenance log for the building
 - Maximum utilisation of building automation
 - Compliance with the recommendations of insurance companies.

Operation

- Supervision of the sale of tickets and more exact advance information to the stadiums.
- Intensification of independent supervision with regard to systematic operations.
- Determination of focus areas in each operation season (racism, inappropriate shouting).
- Observation of restaurant and kiosk operations from the point of view of all parties.
- Constant information services to interest groups of the stadiums (more and more operators and service suppliers at stadiums).

A stadium-specific checklist is currently being planned in which issues pertaining to all three of the sectors mentioned above are voluntarily reviewed through either regular or event-specific division.

3.9 FAN ACTIVITY IN FINLAND

In Finland, as in other countries, different sports have their own supporters or fans. Supporter activity in Finland is the most intense in football and ice hockey. The starting point for the fans is to encourage their own team from the stands in home matches and away matches alike. The supporters' integrity and honesty is an important part of the safety of sports events.

Football fan club activity

The history of football fan activity in Finland is quite short. The real impulse can be considered to be the inclusion of HJK Helsinki in the Champions League in 1998. High attendance rates at home matches, the good atmosphere and the excitement of the public affected the recovery of the fan activity of clubs especially in the Helsinki metropolitan area.

Forza HJK was established in 1999 and has been the largest fan club of any team in Finland since the very beginning. Forza HJK (the members of which support HJK Helsinki) was registered in 2000 and currently has about 300 members. About 20 different fan clubs of league teams operate actively in Finland at the moment. Some of these are registered associations, and their operations can be independent of the team. In addition to Forza HJK, the supporter groups include for example FCLK (FC Lahti, Lahti), Banzai (KuPS Kuopio), Sinikaarti (Tampere United, Tampere) and Ultraboyz (FC Inter, Turku).

The supporters of the Finnish national team also established an association called Suomen Maajoukkueen Kannattajat ry in 2002, supporting the different Finnish national teams in football. The purpose of the activity is to gather together people who are interested in the

national team and to offer them events, discounts and other advantages. The association works in close co-operation with the Football Association of Finland and tries to guarantee its members the best possible framework for following the national teams and international matches. The association currently has more than 400 registered members.

The clubs and the Football Association of Finland are responsible for their supporters and their conduct in the home matches as well as in away matches. Nearly all of the fan clubs are so-called official supporter groups, in other words they cooperate with the respective football club and the Football Association of Finland in accordance with jointly agreed and generally accepted rules. The official fan clubs have not caused any problems at football matches; the supporters also prefer reasonable safety precautions. The official fan clubs of the club teams and the Finnish national teams have approximately 1,500 members in total.

Fan activity increased in the 21st century

The new millennium was a turning point in the activity of Finnish fan clubs. In addition to official fan clubs, unofficial support groups started to emerge in Finland. These often support their own team even more strongly than the official group and do not commit themselves to jointly agreed rules. The model of inappropriate behaviour probably originates from outside Finland's borders.

The first signs of hardening of fan activity and of quarrels between fan groups were manifested in the first years of the present millennium. The unofficial fan clubs of a few league teams tried to use mobile phones to arrange organised showdowns near the stadiums in connection with matches. So far, all the cases (except for one case in 2003) have been prevented in advance through the efficient provision of information and good co-operation between the authorities and the safety organisations of the clubs.

Loud disturbance and insults directed at the players, referees and other fan groups have increased during the last few years. Racist shouting primarily directed at foreign players has also been observed. However, the problems have so far been in the organisers' control and no major problem situations have yet been observed.

The Football Association of Finland has tried to make the clubs understand their responsibility for the match arrangements and for their supporters through training and guidance, as well as disciplinary controls in extreme cases.

The spreading of a casual culture causes worry

The so-called casual culture is also spreading into Finnish fan clubs. This means that troublemaking supporters want to hide among other spectators by wearing expensive branded clothes and abandoning normal fan products bearing club insignia (such as scarves, sport shirts and caps). Violent behaviour and hooliganism are connected to the casual culture especially in England and in the major football countries of Continental Europe. For the time being, casual groups are still a minority in Finnish fan club activities, having only a few dozen members. Increased support of the trend and the side effects of the culture itself, such as tight hierarchy, planned activities and the idealisation of inappropriate or even violent behaviour, require close monitoring of the phenomenon and resolute measures of the authorities as well as of the clubs.

Fan projects

The Football Association of Finland introduced the new “Comfortable Safety” concept for football matches in the beginning of 2004. According to the new way of thinking, everyone present at a football match is handled impartially and everyone bears the responsibility for the success of the match. In this concept, everyone is the Most Important Person – MIP.

The programme develops the football stadiums into service centres in which the MIP can carry out any everyday business. The stadiums are designed according to the principle of sustainable development (catering services, among others) and solutions supporting public transport are favoured in the traffic arrangements. According to the concept, every safety person also is the MIP, and is offered comprehensive customer service training in addition to normal safety training. The Comfortable Safety way of thinking makes everyone the most important person, MIP. This creates a new kind of zero tolerance at the match, takes care of adult and child spectators and families, makes the match into an interaction network hitherto unheard of, and above all guarantees a comfortable and safe match to everyone.

Ice hockey fan activity

Ice hockey fan activity started in the Helsinki metropolitan area in the late 1980s and early 1990s. In the course of the years, the activity has become livelier and has spread to all of the SM League towns. Some of the fan communities of different ice hockey clubs are registered associations, some are not. Some are also the members of SM-liigan Fan Clubit ry. The numbers of the fans of ice hockey clubs vary from one hundred to several thousand supporters, with the total number being approximately 6,000 to 8,000. A common feature of the fan communities is some degree of co-operation with the corresponding team as well as the benefits and services received from the team: discounts on entrance tickets and fan products, support from the team for travelling to away matches, etc. In addition to club fans, the national team has its own fan club established in the autumn of 1997. The number of members has varied around 500.

In the course of the years, there have only been a few individual cases of violent quarrels or assault between fan groups. Nearly all of the fan groups share an amicable, non-violent model of behaviour and a desire to maintain internal discipline and order in the supporter groups. Some fan groups have not been satisfied with the punishments given by the authorities and by security stewards but the community has imposed its own additional sanctions on those violating the rules. The moderately large number of female supporters probably has a calming effect as well.

However, loud language that sometimes fulfils the essential elements of defamation and is directed at the opposite side’s players and the referees is becoming a problem.

There have not been any manifestations of the casual culture or any racist behaviour or threats within the sphere of ice hockey. This is probably affected by the fact that the ethnic background of the players as well as the spectators is quite homogenous.

4. The Council of Europe's Convention on Spectator Violence and Misbehaviour at Sports Events – The Situation in Finland Examined by Article

A characteristic of Finnish society and the basic nature of Finns is that laws, rules and regulations are strictly observed. Existing legislation is detailed and does not leave much room for interpretation. Therefore, Finland can be reasonably considered a “model student” that dutifully complies with any issues mutually agreed upon and implements them. Citizens also trust the authorities who efficiently enforce the laws, decrees, and regulations.

The Articles of the Decree on the Enforcement of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (1987) and their contents are comprehensively observed in legislation, as well as the guidelines and regulations of different sports organisations. The division of responsibility between the organisers of various public events and the authorities is specified in detail in the Assembly Act (1999), according to which the arrangements of a public event such as a football match are unambiguously the responsibility of the organiser. The responsibility is comprehensive and among other things, includes safety arrangements. The organiser must provide the local police with a written statement describing the design and implementation of safety measures in order to avoid problems at the football match and help the spectators enjoy the event.

This chapter describes the actions and measures taken in Finland in order to comply with the European Convention, article by article. The actual text of each article is printed in italics, and the Finnish viewpoint on the general level and, where appropriate, in connection with football activities, is presented after each article.

Article 1 – Aim of the Convention

1. The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within the limits of their respective constitutional provisions, to take the necessary steps to give effect to the provisions of this Convention.

2. The Parties shall apply the provisions of this Convention to other sports and sports events in which violence or misbehaviour by spectators is to be feared, as appropriate to the specific requirements of such sports and sports events.

Spectator violence or other misbehaviour in sports arenas is very uncommon in Finland. Individual cases have been managed within the framework of normal legislation and practices established when arranging sports events.

Therefore, it has been decided that the purpose of the Convention can, at least for the time being, be realised without any special legislation or organs. However, general legislation includes provisions that allow actions in accordance with certain agreements. New acts and decrees (the Assembly Act, the Security Stewards Act, the Public Order Act), as well as improved official control and supervision have essentially improved the safety of public events. Thanks to the clarification of the division of responsibilities and new obligations, event organisers have had to prepare more comprehensive event plans and pay special attention to the quality and competence of event staff (trained security stewards).

The Finnish Sports Federation has paid particular attention to the ethical principles of sports in Finland.

Article 2 – Domestic co-ordination

The Parties shall co-ordinate the policies and actions of their government departments and other public agencies against violence and misbehaviour by spectators, where appropriate through setting up co-ordinating bodies.

Co-operation and the flow of information between authorities and sports organisations has traditionally been very intense in Finland. Several regular meetings between authorities and organisations are arranged each year for the purpose of providing information on important topical issues. In practice, representatives from the Ministry of the Interior, the Ministry of Education, sports organisations, and the owners of stadia or arenas meet once or twice a year on the subject of safety issues alone. It can be considered an advantage of a small country that those attending to safety issues know each other well.

Article 3 – Measures

1. The Parties undertake to ensure the formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators, including in particular:

- a) to secure that adequate public order resources are employed to counter outbreaks of violence and misbehaviour, both within the immediate vicinity of and inside stadia and along the transit routes used by spectators;*
- b)*

The police are allowed to intervene in disturbances in the immediate vicinity of sports events by virtue of the Public Order Act. The purpose of the Act is to promote public order and safety. Various acts and events causing disturbance and endangering order and safety, as well as their consequences, are defined in the Public Order Act.

Public sports events are controlled by the Assembly Act. The Assembly Act requires the arranger of an event to notify the local police about the event's safety arrangements. If the police believe that the safety arrangements are not sufficient, they have the power to redress any identified grievance (for example, by ordering more security stewards). Sports organisations themselves have become active in providing training for security stewards in accordance with the requirements of each sport.

A written notification or safety plan must be filed with the local police in connection with all football matches played in Finland that include safety measures. The police notification must always indicate the number of staff responsible for safety at the event, particularly security stewards. The number of security stewards at normal-risk football matches in Finland is usually one steward per 100 spectators.

- b) to facilitate close co-operation and exchange of appropriate information between the police forces of the different localities involved or likely to be involved;*

There are no problems with regard to the exchange of information between police authorities in Finland.

When preparing a safety plan, the safety chiefs of league teams and the Football Association of Finland must contact the local authorities well in advance before the beginning of the season. The persons responsible for safety will remain in contact during the season and

immediately inform the police if the risk estimate of an individual match changes from what has been anticipated. There were several instances during the 2004 league season in which rapid information dissemination and special measures constructed on this basis prevented disturbances and problems in advance.

c) to apply or, if need be, to adopt legislation which provides for those found guilty of offences related to violence or misbehaviour by spectators to receive appropriate penalties or, as the case may be, appropriate administrative measures.

Any cases of violence and offence can be handled with current legislation. So far, no need for enacting any specific regulations for the punishment of those guilty of spectator violence in one form or another has arisen.

2. The Parties undertake to encourage the responsible organisation and good conduct of supporters' clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures.

The organisation of supporters' groups remains minor in Finland. However, supporters' clubs are an approved and desired party in negotiations associated with safety.

The safety manual for the Veikkausliiga clubs obliges the clubs to develop their co-operation with fan groups and agree on common rules. Most clubs are engaged in good and responsible co-operation with their supporters and fan clubs. The Finnish Football Association and its own fan club for the national team are engaged in very good and functional co-operation based on jointly accepted rules.

The clubs seldom send their own fan supervisors to away matches. If at least 250 Finnish supporters travel to an international away match, the Football Association of Finland also sends its safety chief to the site. If the number of supporters exceeds 500, the safety chief is accompanied to the match by at least two fan supervisors.

All league stadia must have codes of spectator conduct visible to the public.

3. The Parties shall encourage the co-ordination, insofar as legally possible, of the organisation of travel arrangements from the place of departure, with the co-operation of clubs, organised supporters, and travel agencies, so as to inhibit potential trouble-makers from leaving to attend matches.

Finnish clubs have been guided and supported by Veikkausliiga and the Football Association of Finland (among other things, through the Tampere safety seminars) to establish functioning connections with their fan groups and to agree on common rules. The clubs have also been reminded of issues of responsibility – that is, the clubs are responsible for their supporters at home and away matches alike. Some clubs have not been successful in their co-operation with fans and have not assumed sufficient responsibility for the actions of their supporters.

The Football Association of Finland engages in close co-operation and provides financial support for the activities of its own official fan club. The fan club and the Association have agreed on common rules, and both parties have committed themselves to these.

It has not been considered necessary to take part in travel arrangements for national sports events; these are the responsibility of supporters. Finnish supporters have not caused any trouble at away matches, so there has been no need to restrict the sales of tickets and trips to fans so far.

4. The Parties shall seek to ensure, where necessary by introducing appropriate legislation which contains sanctions for non-compliance or by any other appropriate means, that, where outbreaks of violence and misbehaviour by spectators are to be feared, sports organisations and clubs, together with, where appropriate, stadium owners and public authorities, in accordance with responsibilities defined in domestic law, take practical measures at and within stadia to prevent or control such violence or misbehaviour, including:

There is no special legislation regulating disturbances or problems at public events in Finland. However, the Penal Code and the Assembly Act include provisions applicable to disturbances or negligence at public events.

The Football Association of Finland also has its own safety regulations (Safety Regulations for Football and Futsal Matches 2005), the provisions of which apply to all football matches played in Finland. Failure to observe the regulations may lead to penalties in accordance with the Football Association's penal regulations (admonition, warning, fine).

a) to secure that the design and physical fabric of stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control, contain appropriate barriers or fencing, and allow security and police forces to operate;

The design of stadia is carried out on the basis of Finnish building regulations. The building regulations require the observation of general safety guidelines (fire safety, exit routes, rescue plans) in the construction of premises for public assembly. The Ministry of Education may call the applicant's attention to the observation of spectator safety in construction when granting subsidies for the construction of sports facilities.

According to the Veikkausliiga safety manual and the UEFA club licence regulations, a fire inspection must be conducted at each Veikkausliiga stadium before the beginning of the season. The inspection is usually carried out by local emergency authorities. A written protocol is drafted and delivered to the Football Association of Finland as well. According to the UEFA club licence regulations, each club must ensure that a statutory rescue plan has been prepared for the stadium, and a copy must be delivered to the Football Association.

Each league stadium also has a separate control room from which the safety chief can lead the match security and safety if desired. The control rooms at Finnair Stadium (Helsinki), Ratina Stadium (Tampere) and Pohjola Stadium (Vantaa) also house the stadium's camera and video surveillance equipment.

b) to segregate effectively groups of rival supporters, by allocating to groups of visiting supporters, when they are admitted, specific terraces;

At national sports events, groups of rival supporters will be allocated to specific terraces if this is considered necessary. This is the regular procedure at international sports events.

Every league stadium has separate sections in the stands for the supporters of the home and visiting teams, located on different sides of the stadium. There is also a separate entrance gate and separate basic services (kiosk and toilet) for the visiting team's supporters. If necessary, a designated safe parking place is arranged for the visitors' bus. These arrangements also apply to all international matches played in Finland.

c) to ensure this segregation by strictly controlling the sale of tickets and to take particular precautions in the period immediately preceding the match;

The Veikkausliiga safety manual prescribes that the safety chiefs of league clubs must cooperate and exchange information before each league match. The home team's security team must receive correct information on the number and nature of the visiting team's supporters coming to the match in order to correctly estimate the scale of the safety arrangements required. In practice, the system works so that the safety chiefs are often in direct contact with the visiting team's supporter group, making case-specific advance agreements on the practical arrangements. Tickets are usually sold to the visiting team's fan group at the gate to the section of the stand designated to the visiting team's supporters in the stadium where the match is played.

d) to exclude from or forbid access to matches and stadia, insofar as it is legally possible, known or potential trouble-makers, or people who are under the influence of alcohol or drugs;

According to the league safety manual, as well as the Football Association's safety regulations, no person who is intoxicated from alcohol, drugs or other intoxicating substances in a manner that causes disturbance may be admitted to football matches played in Finland. With regard to trouble-makers, security stewards have the statutory obligation to prevent entry from any persons who, on account of their intoxication, behaviour or equipment, can on reasonable grounds be suspected of endangering order or security at a football match. This is not voluntary or optional. Security stewards are obliged to take action in these cases. There is no statutory ban system in Finland that would allow a known trouble-maker to be excluded from several consecutive matches. Therefore, the preconditions for entry must always be observed on a case- and match-specific basis. The system functions well both in national and international matches.

e) to provide stadia with an effective public address system and to see that full use is made of this, of the match programme and of other publicity outlets to encourage spectators to behave correctly;

Each stadium in Finland has sufficient public address and announcement systems on the inside. The problem is that the equipment does not contain provisions for communicating messages at the entrance gates or in the vicinity of the stadium (parking areas, neighbouring streets).

- f) to prohibit the introduction of alcoholic drinks by spectators into stadia; to restrict, and preferably ban, the sale and any distribution of alcoholic drinks at stadia, and to ensure that all beverages available are in safe containers;*
- g) to provide controls so as to ensure that spectators do not bring into stadia objects that are likely to be used in acts of violence, or fireworks or similar devices;*

According to the Assembly Act, the possession of prohibited objects and substances (such as firearms, sharp weapons or explosives) is prohibited at a public event or in its immediate vicinity. The organiser and the police have the right to prohibit the possession of intoxicating substances in a sports event.

According to the Football Association's safety regulations, no intoxicating substances (alcohol, drugs, other intoxicants), firearms or ammunition, explosives, sharp weapons or striking weapons, fireworks, torches, smokes, laser pens or other devices with a high light intensity or any other objects or substances that can be used to threaten someone's life or health or endanger the order or safety of an event may be brought to football matches. Furthermore, this prohibition extends to political, racist, or otherwise insulting posters and banners.

No alcohol may be served on the stadium premises at matches subordinate to the UEFA and FIFA (with the exception of VIP premises). At domestic matches, the serving of alcohol is allowed in designated areas subject to official licensing. According to safety regulations, all beverages sold must be poured into open disposable containers. Information regarding the ban on bringing your own alcohol is clearly displayed on tickets, on the Web pages of the football clubs, as well as on the banners and billboards listing prohibited objects displayed at stadium entrance gates.

Even though inspections of incoming spectators are occasionally conducted at Veikkausliiga matches, the spectators seldom smuggle alcohol into Veikkausliiga matches, because beverages are available on sale at the stadium. At international matches, every spectator is inspected, so no alcohol is able to enter the stands. Disposable cups are used throughout.

The Veikkausliiga safety manual states that billboards providing guidance on prohibited objects, substances and alcohol must be posted at each stadium, and these are commonly found at the entrance gates of the arenas of league teams.

- h) to ensure that liaison officers co-operate with the authorities concerned before matches on arrangements to be taken for crowd control so that the relevant rules are enforced through concerted action.*

The police are responsible for ensuring that those in charge of safety for the organiser of a football match have sufficient safety staff for carrying out the obligations described in the safety plan. If the tasks are not carried out appropriately, the police will address any failures and ensure that the organiser caters to its responsibilities and obligations.

- 5. The Parties shall take appropriate social and educational measures, bearing in mind the potential importance of the mass media, to prevent violence in and associated with sport, in particular by promoting the sporting ideal through educational and other campaigns, by giving support to the notion of fair play,*

especially among young people, so as to enhance mutual respect both amongst spectators and between sports players and also by encouraging increased active participation in sport.

The Finnish Sports Federation has approved Fair Play – the ethical principles for sports and physical activities applicable to all of its member organisations. The Finnish Sports Federation wishes that the member organisations adopt these principles in their activities. These principles are as follows:

General principles

- Respect for other people and life
- Promotion of health and well-being
- Responsibility for education
- Openness, democracy, honesty and fairness
- Everyone's equal right to sports and physical activities
- Sustainable development.

Complementary principles

- Multicultural sports and tolerance
- Anti-doping
- Responsible use of drugs and medicine
- Prevention of sexual harassment
- Public safety and comfort
- Responsible economy.

The Young Finland Association is an independent organization, whose main objective is to promote children's and youths' well-being and joy of life by means of physical activity. Young Finland cooperates with various sport-specific associations in order to promote physical activity among young people, and more than ten sport-specific associations have initiated their own ethical development programme. The guide "Dream of Good Sports" provides the associations with instructions for the ethical development of their activities.

The Finnish Ice Hockey Association is committed to the Young Finland programme at four age levels (8 to 9-year-olds, 10 to 12, 13 to 14, as well as 15 to 19-year-olds), keeping in mind the guidance needed for growing youth in addition to the development of ice hockey skills: the intention is to provide individuals with basic physical facilities that make them into responsible members of society. The objective of providing guidance for growing is a positive individual who believes in himself/herself, is open and active, respects other people, and knows his/her responsibility. The keyword is the experience of success – positive experiences will make children and young people stay in the club after their playing career as resources, instructors, referees, officials, or spectators.

The Football Association of Finland observes the Fair Play procedure in all of its operations, as a consequence of the Green Line of Finnish football that was effective for the whole of the 1990s. The introduction of the Green Line created the Green Card that is an ambassador of a culture of acknowledgement and encouragement on our playing fields. In 1999, the Football Association created a new method of operation, the Kaikki Pelaa (Everyone Plays) programme that intends to influence the values and attitudes of the members of football

families from the very beginning, through education and training. The Kaikki Pelaa programme is based on the Fair Play codes of the UEFA and FIFA, among other things.

Article 4 – International co-operation

1. The Parties shall co-operate closely on the matters covered by this Convention and encourage similar co-operation as appropriate between national sports authorities involved.

The Football Association of Finland is a member of the international football organisation FIFA and the corresponding European organisation UEFA. The Football Association of Finland has been an active participant in the activities of both umbrella organisations. Several of the Football Association's officials carry out delegate and expert tasks for the UEFA and FIFA at qualifying matches and final tournaments, and two of the Football Association's officials are members in UEFA committees. Regulations issued by the UEFA have become established procedure.

Membership in the umbrella organisations also provides the Football Association with substantial financial support from both the UEFA and FIFA each year. The Nordic football associations are also engaged in intense co-operation, with joint meetings of the Secretaries General and Chairpersons held every year.

2. In advance of international club and representative matches or tournaments, the Parties concerned shall invite their competent authorities, especially the sports organisations, to identify those matches at which violence or misbehaviour by spectators is to be feared. Where such a match is identified, the competent authorities of the host country shall arrange consultations between those concerned. Such consultations shall take place as soon as possible and should not be later than two weeks before the match is due to take place, and shall encompass arrangements, measures and precautions to be taken before, during and after the match, including, where necessary, measures additional to those included in this Convention.

Those in charge of safety are to contact the local police and emergency authorities before the beginning of the season, informing them of the football matches of the upcoming season and of their safety arrangements. The completed safety plan is to be supplied well in advance together with the public event notification to local police that grants the permission to arrange football matches. Those in charge of safety will also inform the authorities immediately of so-called risk matches and generally of any matches that have become matches of higher risk (such knowledge may be gathered through advance information or intelligence). During the last three years, some half-dozen problem situations and provocations have been prevented through efficient co-operation between clubs, the Football Association of Finland and police working together with special arrangements.

Article 5 – Identification and treatment of offenders

1. The Parties, respecting existing legal procedures and the principle of the independence of the judiciary, shall seek to ensure that spectators committing acts

of violence or other criminal behaviour are identified and prosecuted in accordance with the due process of the law.

According to Finnish legislation, fundamental rights, and human rights, those suspected of crimes shall be treated as innocent until they are legally proven guilty. Everyone is entitled to a fair trial, and penalties are based on valid legislation.

The police are responsible for the investigation of crimes and the identification of those committing criminal offences in accordance with valid instructions and regulations. The police shall submit any crimes to a prosecutor for consideration.

2. Where appropriate, particularly in the case of visiting spectators, and in accordance with the applicable international agreements, the Parties shall consider:

a) transferring proceedings against persons apprehended in connection with violence or other criminal behaviour committed at sports events to their country of residence;

b) seeking the extradition of persons suspected of violence or other criminal behaviour committed at sports events;

c) transferring persons convicted of offences of violence or other criminal behaviour committed at sports events to serve their sentences in the relevant country.

The intention is to investigate any crimes committed at sports events as quickly as possible, particularly in the case of suspects who have come from other countries to Finland to attend sports events.

The number of spectators removed from Finnish stadia is a few dozen each year. There have been some 5 to 10 crimes leading to investigation in connection with football matches each year, so the number is quite small. Criminal offences observed so far have included, for example, participation in a fight or possession of a prohibited object. The cases have been entirely handled in Finland, and information on the course of events has been provided to the police authority of any foreign spectator's country through the NFIP.

No need to transfer or extradite people in connection with crimes committed at sports events has been evident in Finland so far. Each case is individual, and the situations are handled on a case-specific basis.

In case of serious crime, it is not always possible to handle the matter quickly. If necessary, Finland can request judicial assistance from another country in order to investigate a crime. These operations are regulated by international agreements, as well as Finnish statutes and regulations. In cases of judicial assistance, the local police co-operates with the prosecutor and the National Bureau of Investigation.

The European Arrest Warrant (EAW) has unified the procedures of extraditing people suspected of crime. The EU Extradition Act entered into force on 1 January 2004. On the basis of a criminal offence, a prosecutor may request the extradition of a person in the pretrial

investigation phase or for the purpose of pressing charges if the maximum penalty for the crime is at least one year's imprisonment. The Criminal Sanctions Agency may request extradition for the purpose of enforcement of a prison sentence.

Article 6 – Additional measures

1. The Parties undertake to co-operate closely with their appropriate national sports organisations and clubs and where appropriate, stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadia or other alterations, including access to and egress from stadia, necessary to improve safety and to prevent violence.

The Circumstances Committee of the Finnish Sports Federation includes delegates from sports organisations, as well as one representative of the municipalities and one representative of the Ministry of Education. The objective of work associated with circumstances is to activate the member associations to engage in systematic work to improve the preconditions of the sport in question.

2. The Parties undertake to promote, where necessary and in appropriate cases, a system laying down requirements for the selection of stadia which take into account the safety of spectators and the prevention of violence amongst them, especially for those stadia used for matches likely to attract large or unruly crowds.

Some sports organisations have classified stadia and arenas based on their purpose. Certain facilities are required at a certain level. In principle, the policy of subsidies for sports facilities has aimed to ensure that every major sports organisation would have a national arena required for international competitions.

3. The Parties undertake to encourage their national sports organisations to review their regulations continuously in order to control factors which may lead to outbreaks of violence by players or spectators.

Sports organisations are active and proactive in updating their regulations. The organisations anticipate bursts of violence and learn from what happens in other countries.

Article 7 – Provision of information

Each Party shall forward to the Secretary General of the Council of Europe, in one of the official languages of the Council of Europe, all relevant information concerning legislative and other measures taken by it for the purpose of complying with the terms of this Convention, whether with regard to football or other sports.

Finland has provided an annual report regarding compliance with the Convention based on a special report form prepared by the spectator violence committee.

Article 8 – Standing Committee

- 1. For the purposes of this Convention, a Standing Committee is hereby established.*
- 2. Any Party may be represented on the Standing Committee by one or more delegates. Each Party shall have one vote.*
- 3. Any member State of the Council of Europe or other State party to the European Cultural Convention which is not a Party to this Convention may be represented on the Committee as an observer.*
- 4. The Standing Committee may, by unanimous decision, invite any non-member State of the Council of Europe which is not a Party to the Convention and any sports organisation concerned to be represented by an observer at one or more of its meetings.*
- 5. The Standing Committee shall be convened by the Secretary General of the Council of Europe. Its first meeting shall be held within one year of the date of the entry into force of the Convention. It shall subsequently meet at least every year. In addition it shall meet whenever a majority of the Parties so request.*
- 6. A majority of the Parties shall constitute a quorum for holding a meeting of the Standing Committee.*
- 7. Subject to the provisions of this Convention, the Standing Committee shall draw up and adopt by consensus its own Rules of Procedure.*

Representatives from the Ministry of the Interior and the Ministry of Education have actively participated in the annual meetings of the Committee. Feedback from the meetings has been forwarded to sports organisations and the owners of stadia in Finland.

5. Future outlook

The safety of sports spectators is further developed in several sectors at the national level, through such measures as training for safety staff, exchange of information, and the redesign and repair of structures, as well as by submitting initiatives for new regulations and amendments that are considered necessary. Research activities continue with the intention to utilise the results in practical operations.

The basic training for security stewards will be extended (from 24 to 32 hours) – an amendment to legislation is currently underway. In addition, Finland will focus on improving the exchange of information between event organisers and the authorities. This will be made possible by arranging joint training events, among other things. The significance of proactive operations has been understood well, and the openness of communications is a prerequisite, also towards other countries.

With regard to the construction of sports facilities and their safety, Finland follows international trends and observes instructions and recommendations in order to maintain good safety into the future. There will be very little new construction of such facilities in Finland during the next few years, so any actions to improve the safety of structures will concern existing sports facilities.

Finland's current legislation has prevented any major problems. However, the ability to issue various kinds of bans to admittance might be a good solution in the near future. It would also be justifiable to maintain a separate register of people who have caused trouble at football matches in particular.

The University of Kuopio, and institutions of police education in particular, have focused on research into safety at sports events, so knowledge and techniques in safety are constantly improving and developing. In addition to research activities, lessons are learned from various sports events and operations are developed accordingly; for example, research associated with the 2005 World Championships in Athletics in Helsinki will be utilised in the future.

Finland has adopted a positive attitude towards an international board of researchers within the EU that would consider the safety of football events in Europe, with the ambition of widely utilising different kinds of experience and research results. It is also considered quite acceptable to provide documents and literature associated with the safety of football events within the EU on Web pages.

The UEFA has published a new safety regulation regarding the proportion of spectators to security stewards: when more than 500 football spectators travel to another country to see a match, the originating country's football association must provide two security stewards. Such operations have already been in place in Finland for some time. In addition to the UEFA requirements, Finland complies with the football manual approved by the EU that is constantly being developed.

Internationalisation will become even more widespread through the expansion of Schengen, for example. Like other EU countries, Finland is prepared for new challenges to security and committed to the regulations of the EU. It is important that Europe will have uniform policies and instructions associated with spectator safety: this makes the operations smooth for organisers, authorities and supporters alike.

The world's greatest sports event of the year, the World Championships in Athletics, are being arranged in Helsinki, the capital of Finland, from 6 to 14 August 2005. During this nine-day event, approximately 40,000 spectators per day are expected at the Olympic Stadium. In addition, approximately 3,000 representatives of the media will be present. Television broadcasts of the event will have up to 4 billion viewers worldwide. This also makes the World Championships into the year's most noteworthy international safety event. Finland is known as a safe country in which to organise sports events, and we want to continue this reputation by also ensuring the safety of the spectators in this huge sports event through approximately 2,000 members of the safety organisation and approximately 2,500 volunteer staff.

6. Summary

Finland has very well-functioning forms of co-operation between the organisers of sports events, public authorities, and various background organisations providing safety. Interaction has been sincere and resulted in considerable improvement in the safety aspects of sports events. International interaction has also been successful. The operations of the NFIP have made the exchange of information requirement-based and flexible.

A complete safety vision shared by all the parties influencing a sports event in one way or another will ensure the safety of all participants and their confidence in the event. The purpose is to ensure peaceful conditions for athletes, referees, officials, spectators, and others involved in order for them to enjoy the occasion without worry. To produce such conditions, different parties must systematically monitor events, analyse the collected information, engage in national and international co-operation, and constantly develop their activities. Finland is willing to improve the efficiency of operations in order to achieve top-level safety at sports events.

Appendices

APPENDIX 1 - STATISTICS ON FOOTBALL, ICE HOCKEY AND OTHER BALL GAMES

FOOTBALL

	1997	1998	1999	2000	2001	2002	2003	2004
International matches ^A	80,034	58,752	56,231	57,728	72,240	68,511	63,863	31,737
<i>*per match</i>	26,678	19,584	18,743	19,242	24,080	17,127	15,965	10,579
Veikkausliiga	276,066	284,799	334,199	425,557	443,092	315,760	428,132	476,005
<i>*per match</i>	2,045	2,110	1,943	2,149	2,238	1,974	2,352	2,615
Top league qualifying	2,376	4,786	7,949	4,389	11,089	45,224	0	0
Ykkönen	188,521	159,665	138,897	121,865	114,810	86,426	82,628	104,021
Ykkönen qualifying	0	0	0	0	2,155	1,902	0	0
Total	546,997	508,002	537,276	609,539	643,386	643,386	574,623	611,763

	1997	1998	1999	2000	2001	2002	2003	2004
Men	15,853	16,092	16,787	16,905	17,302	18,135	19,149	19,206
Boys	58,850	59,799	64,265	64,880	67,758	71,355	70,150	69,948
Women	700	754	964	1,036	1,074	1,231	1,257	1,394
Girls	10,787	11,893	12,540	12,734	14,422	14,094	15,874	17,322
Total	86,190	88,126	94,556	95,555	100,556	104,815	106,430	107,870
380,000 recreational players, 262,000 children and young people, 118,000 adult players (Suomen Gallup 2002)								

	1997	1998	1999	2000	2001	2002	2003	2004
Member clubs	944	935	943	948	955	964	983	986
Teams in total	4,321	4,473	4,379	4,542	4,765	4,805	5,012	4,924
Men and women	1,169	1,171	1,191	1,199	1,259	1,289	1,349	1,306
Boys and girls	3,152	3,302	3,188	3,343	3,506	3,516	3,663	3,618

FOOTBALL

	2004	2008 (estimate)
Fields with sand surface	3,700	3,700
Fields with grass surface	1,200	1,240
Heated artificial turf fields	19	90
Indoor stadia (at least 100 x 64 m)	19	23
Practice halls (70 x 40 m - 90 x 55 m)	32	50
Stadia compliant with UEFA requirements	10	15
Mini fields (12-20 x 20-40 m)	25	100
140,000 football matches per year, 383 matches per day		

Reason	1997	1998	1999	2000	2001	2002	2003	2004
Smoke, torches, fireworks	1	4	1	12	5	4	9	4
Spectators venturing onto the field	2	1				3	2	2
Throwing objects from the stands	2	4	1	2	1	2	1	1
Inappropriate conduct			1	2	1	1		1
Racism, racist behaviour								1
Malicious damage								1
Other disturbance						1		
Other negligence	3	1	2	2	1			
Total	8	10	5	18	8	11	12	10

	1997	1998	1999	2000	2001	2002	2003	2004	Total
Admonition			1	2	1				4
Warning	6	3	2	4	2	5	10	11	43
Fine	2	9	3	15	6	6	2	2	45
In some cases, match-specific penalties have been imposed on both teams, the home and the visiting team.									

ICE HOCKEY

	2000 - 2001	2001 - 2002	2002 - 2003	2003 - 2004	2004 - 2005
SM League preliminary rounds	1,838,787	1,858,951	1,832,094	1,822,433	1,836,372
SM League play-offs	190,137	181,245	242,455	243,305	225,305
Mestis preliminary rounds	212,658	213,183	226,305	257,724	331,515
Mestis play-offs	39,016	51,978	49,361	58,283	61,688
Total	2,280,598	2,305,357	2,350,215	2,381,745	2,454,880

OTHER BALL GAMES

Major national men's league, Finnish Championship League

	2000 - 2001	2001 - 2002	2002 - 2003	2003 - 2004	2004 - 2005
Baseball	301,716	308,614	266,489	266,539	272,738
Basketball	177,193	204,114	219,153	247,346	228,927
Volleyball	88,461	84,261	68,199	83,699	94,846
Floorball	48,444	49,104	90,392	88,813	88,122

APPENDIX 2 - INTRODUCTION TO THE FOOTBALL ASSOCIATION OF FINLAND AND THE FINNISH ICE HOCKEY ASSOCIATION

Football Association of Finland

The Football Association of Finland has further improved its position in the collective group of Finnish sports organisations this millennium. The Association is divided into 12 districts with the independent responsibility of managing football activities in their regions. The oldest district within the Association is the Helsinki district, established in 1924.

International operations of the Football Association

The Football Association of Finland has been a member of the international umbrella organisation FIFA (Fédération Internationale de Football Association, established 1904) since 1908 and the corresponding European organisation UEFA (Union des Associations européennes de football, established 1954) since 1954. The Football Association of Finland has actively participated in the operations of both umbrella organisations, and the Chairman and Secretary General of the Football Association are currently members in UEFA committees. Furthermore, several of the Football Association's officials carry out delegate and expert tasks for the UEFA and FIFA at qualifying matches and final tournaments. Membership in the umbrella organisations also provides the Football Association with substantial financial support from both the UEFA and FIFA each year. The Nordic football associations are also engaged in intense co-operation, with joint meetings of the Secretaries General and Chairpersons held every year.

Objectives and operating principles of the Football Association of Finland

The main objectives and development programmes of the Football Association of Finland from 2004 to 2006 include the Kaikki Pelaa (Everyone Plays) programme directed at training children and young people and the development and guidance of football activities, development of the vitality of Finnish clubs, as well as international success at the junior and adult levels.

The shared policy of Finnish football is Fair Play, which is a consequence of the Green Line of Finnish football that was effective for the entire duration of the 1990s. The introduction of the Green Line created the Green Card that has been the referee's only card at football matches for girls and boys younger than 12 years. The Green Card has been a registered trademark since 1998. Referees have given the Green Card for examples of Fair Play. This provides encouragement instead of penalties. The card has put the referee in the role of an educator.

Operations are also developed on an ethically sustainable basis. In addition to a normal operating report and financial statements, the Football Association of Finland also prepares annual ethical statements describing the Association's socially significant contributions.

The Web pages of the Football Association of Finland can be found at: <http://www.palloliitto.fi/>

Finnish Ice Hockey Association

The Finnish Ice Hockey Association is a member of the International Ice Hockey Federation (IIHF) and its official representative in Finland.

Underlying values and essential concepts of activities

The purpose of the Finnish Ice Hockey Association is to provide every Finn with the opportunity to gain added value in life through ice hockey. The activities of the Association observe values based on equality and objectivity, accessibility, sociability, fairness, abstinence from intoxicants, ethically sustainable operations, and fair play.

The essential concepts of the Ice Hockey Association's high-quality activities include customer orientation and operating close to the customer, sensibility, safety and responsibility, cost awareness, public image, public support activities, national competition activities, youth work, international success, and top-quality ice hockey.

Objectives of the Finnish Ice Hockey Association

The Association's strategy, operating rules and regulations for competitions and games serve as the foundations for its operations and planning. The Association's objective is to be a successful Finnish sports organisation, the members of which act in an ethically sustainable way at the international and national levels. The Association engages in close co-operation with the Ministry of Education and the Olympic Committee.

National top ice hockey is the joint responsibility of the Association and the SM League, based on mutual agreements. The SM League (Finnish Championship League) arranges the major national league, while the Association is responsible for the national teams and nationwide competitions. In addition to the SM League, the Mestis league (one step down from the SM League) attracts a large number of spectators (Appendix 1).

The web pages of the Finnish Ice Hockey Association are available at: <http://www.finhockey.fi/>

APPENDIX 3 -INFORMATION ON THE LARGEST STADIUMS IN FINLAND

The following is a presentation of vital information associated with the three largest stadiums in Finland, all located in the Helsinki metropolitan area: The Finnair Stadium and the Olympic Stadium in Helsinki and the Pohjola Stadium in Vantaa.

Finnair Stadium

The Finnair Stadium belongs to the real estate company Helsingin Uusi Jalkapalloareena Oy HUJA whose largest shareholder is the City of Helsinki. Other shareholders include Helsinki Stadion Management Oy, the Jalkapallosäätiö Foundation, as well as private businesses and individuals who own box shares.

Helsinki Stadion Management Oy (hereafter HSM) has leased the property with the exception of the offices of the Football Association of Finland, premises used by the City Sports Department and the boxes. The business idea of HSM is to rent out premises primarily for the arrangement of football matches (public events), with secondary operations including other rentals and daily use. HSM has entered into long-term lease agreements with parties such as Restel Ravintolat Oy (restaurant operations) and JHC Catering Oy (kiosk operations). The operations also include the arrangement of corporate events utilising the manifold possibilities of the building. HSM is responsible for the service, maintenance and daily operations of the building. HSM primarily purchases operational services from service providers. Essential services include real estate management, cleaning, and security.

The operations associated with public events are cyclical, with a focus on the summer season (15 April to 15 November), and the annual number of public events varies between 30 and 55.

The objective of HSM is to provide a first-class safe environment for holding domestic and international football matches and other events. With regard to parties engaging in daily operations, Finnair Stadium intends to create functional practices and procedures so that the users have the know-how and can take proper responsibility for their operations at Finnair Stadium.

Finnair Stadium contains the following:

- 10,770 seats, 32 places for the disabled
- Six separate sets of spectator stands
- 11 gate areas for entry/exit, containing 62 doors/gates
- Two vehicle gates into the field area
- 16 fast-food stands
- Restaurant Aeropoli for 800 people
- 36 boxes with a total of 477 seats
- Heated playing field (district heating), automatic sprinkling
- Site area 25,344 m²
- Gross floor area 8,132 m², volume approx. 23,700 m²
- Commercial and office premises totalling 3,125 m²

Playing field

- Field area 10,404 m², of which 8,214 m² is playing area

- Ground floor: 4,275 m², of which commercial and office premises comprise 1,342 m²
- 1st floor: 1,970 m², of which commercial and office premises comprise 1,663 m²
- 2nd floor: 1,491 m², of which commercial and office premises comprise 0 m²
- 3rd floor: 324 m², of which commercial and office premises comprise 120 m²
- 4th floor: 72 m², of which commercial and office premises comprise 0 m²

Offices, commercial premises and other rooms

- Restaurant Aeropoli 1,053 m²
- Football Association of Finland 1,074 m²
- Veikkausliiga 124 m²
- Boxes (2nd floor) 824 m²
- City Sports Department 726 m²

Characteristics

Pros

- CCTV-system (27 recording cameras, 24 of them pivoting).
- Construction completed in 2000.
- Unobstructed access for rescue operations.
- Most of the events belong to a low-risk category.
- No temporary structures required for football.
- Isolation fences and premises for 200/600/800/1600 spectators as necessary.
- Fairly good structural protection.
- Two separate control rooms, one of which is specifically intended for public events and the other one is associated with the building's technical systems.
- Two fire trolleys.

Cons

- The fire rating of artificial turf is inferior to natural grass.
- The building does not have an automatic fire alarm or extinguishing system.

Areas for development

- Fire alarm and extinguishing system.
- Protection against vandalism.
- Arrangement of an evacuation drill.
- Special safety arrangements.
- Further training for personnel (with regard to the use of force, for example).

Olympic Stadium

The Stadium Foundation was established in 1927 with the main task of developing a stadium that would allow Helsinki to host the Summer Olympics. Construction began on 12 February 1934, and the Stadium was inaugurated on 12 June 1938. Since its completion, the Stadium has undergone eight important stages of development. The most important was the total modernisation between 1990 and 1994. At its maximum, in 1952, the Stadium accommodated more than 70,000 spectators. After the completion of the most recent renovations, there are 40,600 spectator places, all of them seats. The owner of the Olympic Stadium is the City of Helsinki.

The purpose of the Stadium Foundation is to promote and support sports and physical education. The Foundation realises this purpose by caring for and maintaining the Olympic Stadium belonging to the City of Helsinki by renting it out for different practice, competition and other public events and by using its rooms for its own purposes or renting them out. The Foundation is also allowed to develop sports premises and facilities and lease them from others. The Stadium Foundation is responsible for the service and maintenance of the building, everyday operations, and the care of the field. The Foundation purchases third-party security services.

Daily operations are carried out in the building by the Sports Museum of Finland (office premises), Stadion Hostel (office premises and youth hostel), Sodexho (office premises and café-restaurant). Other offices in the tower section: Stadium Foundation, HKV, Helsinki Cup, HIFK, Dance School Baila Baila and the Association of Sports Journalists. Offices in the A staircase of the Southern curve: Allianssi, Youth Academy, Finnish Association of Referees, and the southern district of the Finnish Basketball Association. Offices in the B staircase: Arkkitehtitoimisto M. Aalto Oy, Communication Patrol Oy, eTaika Oy, Southern Finland Sports Federation, Kustannus Oy Juoksija, Society of Physical Education, the Finnish Youth Research Society, the Finnish Student Sports Federation, Suomen Alppikerho ry, Finnish Bandy Association, Finnish Canoe Federation, Finnish Dance Sport Association and the National Workshop Association. The C staircase leads to the premises of the Football Association of Finland. There are two flats for staff at the Olympic Stadium: one in the tower section and one in the penthouse of the Sports Museum. There are a total of 10 indoor sports halls, five below the grandstand and five below the Eastern stand. There is also a climbing wall inside the structures of the Northern curve.

The operations associated with public events are focused on the summer season (15 April to 31 October), and the annual number of public events varies between 25 and 30.

The objective of the Olympic Stadium is to provide first-class comfortable and safe circumstances for the organisation of domestic and international football matches and other events. The Stadium intends to create functional practices and procedures for parties involved in everyday activities.

Specification of premises

- 40,600 seats (15,000 covered), 40 wheelchair places
- 6 gate areas for entry/exit with approximately 100 doors distributed as follows (temporary):
 - Section A 20 gates (5110 seats)
 - Section B 20 gates (11,043 seats)
 - Section C 18 gates (2,310 seats)
 - Section D 16 gates (9,987 seats)
 - Section E 16 gates (7,646 seats)
 - Section F 8 gates (3,648 seats)

(in connection with renovation, a new row of seats will be installed at the top in the curves,

approximately 800 additional seats in total)

- Two vehicle gates into the field area
- Approximately 60 fast food stands (temporary arrangements)
- Approximately 20 kiosk locations (temporary arrangements)

- Restaurant for approximately 60 people
- Meeting room for approximately 40 people
- Multifunction room for approximately 200 people
- 2 boxes in the tower building with a total of 40 seats
- Length of stadium building 243 metres, greatest width 159 metres, height of tower 72 metres. Total area of the stadium 4.9 hectares.
- Heated playing field (electric heating). The field has a natural grass surface and automatic sprinkling system. The grass-covered area is 106½ x 66½ m, with the playing field dimensions being 102½ x 64½ m. Lighting intensity is 1400 lux.

On-site safety equipment

- The building is equipped with smoke detectors.
- The kitchens of the restaurant and youth hostel are equipped with heat detectors.
- The new roof of Section D is equipped with sprinklers.
- There are four fire alarm centres: in the main entrance hall, youth hostel, the East side hall and the Sports Museum. Fire alarms are forwarded directly to the regional emergency response centre.

First aid preparedness at events arranged by the Football Association of Finland

- Spectator capacity 38,000.
- 2 + 40 Finnish Red Cross first aid staff.
- Ambulance.
- Two treatment rooms with hospital beds and basic equipment (under Sections B and D).
- The Football Association of Finland provides communications equipment. Each first aid patrol has a walkie-talkie and the safety organisation has a common radio network with a designated channel for first aid.
- The fire master on duty defines the collection points.
- Treatment reports are provided for the Football Association of Finland after each match.

Characteristics

Pros

- Central location.
- Excellent design (spectator stand openings).
- Gently sloping stand structure, easy to ascend from street level to the stands.
- CCTV system (29 recording cameras, 23 of them pivoting and zoomable).
- Good connections by public transport. Within walking distance from the main railway station and central bus station.
- Unobstructed access for rescue operations.
- Two separate control rooms, one of which is intended for public events and one is an entrance hall control room.
- Very good and spacious parking places in front of the Stadium (if the nature of the event allows parking).

Cons

- The architecture is old and it is difficult to make modifications (National Board of Antiquities).
- Age of the building.
- Deficiencies in customer service points.
- Poor restaurant services.
- Scarcity of boxes (VIP).

Areas for development

- Crime alarm system.
- Protection against vandalism.
- Arrangement of an evacuation drill.

Pohjola Stadium

The stadium developed by Vantaan Silva-Stadion Oy was completed in the summer of 2000. The stadium was inaugurated on 20 June 2000 and named Pohjola Stadium. The Mikael Forssell stand was built opposite the grandstand in 2001.

The grandstand continues as a separate tower building completed in 2003, housing the offices of AC Vantaan Allianssi on the ground floor and the offices of Vantaan Silva-Stadion Oy upstairs. The official control room for use during events at the stadium is also located upstairs.

The stadium control room was completed in August–September 2003. The Pohjola Stadium control room building was a pilot project at the Finnforest HSL Elements factory in Heinola. The wooden elements and wooden windows for the exterior and interior walls, the base floor and the roof were manufactured on the basis of office construction design. An essential part of this was the utilisation of the wide product range of Finnforest and its partners. The building contains glued laminated wood, plywood, Karelia parquet and other familiar products. For example, plywood has been used in the facade and interior linings.

The control room building was a significant test building for the preparation of a Finnforest module factory planned for Hartola.

Vantaan Silva-Stadion Oy (hereafter Silva-stadion) is a subsidiary of Finnforest Corporation, with Finnforest holding 52.5 % and Metsäliitto Cooperative the remaining 47.5 % of the share capital.

The stand construction of the wooden stadium is the result of development carried out by Metsäliitto, Finnforest and their partners. It is also suitable for many other sports or public events. The stadium is mostly built of Finnforest glued laminated timber and plywood.

The grandstand has 2,450 covered seats and 2 boxes for Finnforest Corporation and Pohjola. The Mikael Forssell stand has 2,050 covered seats. The other end of the field contains the uncovered so-called junior stand that houses 300 juniors.

The business idea of Silva-stadion is to rent out premises primarily for the arrangement of football matches (public events), with secondary operations including other rentals and daily use. Daily operations are carried out in the building by the Uusimaa district of the Football

Association of Finland (office premises), AC Vantaan Allianssi (office premises) and TW Krotus (office premises). In addition to these, daily operations are carried out in the gymnasium, and AC Vantaan Allianssi practices on the field in the summer. Tapahtumapalvelu Paristo Oy engages in catering operations provided to order in the stadium's club room and boxes and is responsible for kiosk and catering operations during events.

Silva-stadion is responsible for the service, maintenance and daily operations of the building. Silva-stadion primarily purchases operational services from service providers. Essential services include real estate management, cleaning and security. The field maintenance services are provided by Vantaan Liikuntapalvelut (the City of Vantaa).

The operations associated with public events are cyclical, focusing on the summer season (15 April to 15 November), and the annual number of public events varies between 30 and 50.

The objective of Silva-stadion is to provide a first-class safe environment for the organisation of domestic and international football matches and other events. With regard to parties engaging in daily operations, Pohjola Stadium intends to create functional practices and procedures so that the users have the know-how and can take proper responsibility for their operations at Pohjola Stadium.

Specification of premises

- 4,800 seats (4,500 covered), 20 places for the disabled
- 4 separate sets of spectator stands
- 10 gate areas for entry/exit, containing 17 doors/gates
- Two vehicle gates into the field area
- 2 fast-food stands
- 5 kiosk locations
- Tent restaurant for 500 people
- Terrace restaurant for 150 people
- 2 boxes with a total of 60 seats
- Heated playing fields
- The grass-covered area of the field is 120 x 80 m, (9,600 m²), with the playing field dimensions being 105 x 68 (7,140 m²). The field has a turf surface, liquid-based heating system and automatic sprinkling system. Lighting intensity is 1500 lux.

On-site safety equipment

- The office section of the building and the grandstand are equipped with heat detectors.
- Fire alarms are forwarded directly to the regional emergency response centre.
- Crime alarm system: alarms are forwarded to the alarm centre of the Falck security company.

Parking

- Supervised parking for team buses, VIPs and invited guests behind the grandstand, inside the fences.
- There are approximately 600 parking spaces for customers within the sports park area, as well as an event-specific temporary parking area for cars and buses (approx. 400 spaces for cars).

Characteristics

Pros

- Construction completed in 2000.
- The Mikael Forssell stand was completed in 2001.
- The office/control room building was completed in 2003.
- CCTV-system (13 recording cameras, 5 of them pivoting).
- Unobstructed access for rescue operations.
- Most of the events belong to a low-risk category.
- No temporary structures required for football.
- Isolation fences and premises behind the stands if needed.
- If necessary, a separate section of the stands with a separate entrance, parking area and sales points can be arranged for the visiting team.
- Fairly good structural protection.
- The site has its own air raid shelter for 100 people.
- Two separate control rooms, one of which is intended for public events and one as a control room for stadium personnel.

Cons

- Toilet facilities in the Mikael Forssell stand.

Areas for development

- Protection against vandalism.
- Arrangement of an evacuation drill.

B. REPORT OF THE EVALUATION TEAM

Introduction

The national report

The Finnish authorities had prepared a very clear and comprehensive national report (T-RV (2005)15) which set out the coherent strategy and co-ordinated policy of the Finnish government departments and other agencies. This was an invaluable reference document which addressed most of the issues which the Evaluation Team wished to raise. This enabled the Team to focus on particular issues and to validate the comments in the national report through its own observations.

The interlocutors

The visit was well organised and had clearly been carefully planned. The Evaluation Team was able to meet all the key parties engaged in implementing the Convention at both the policy and practical level. They gave freely of their time and spoke openly about the issues. The Evaluation Team is very grateful to the Finnish authorities and to all those it met for their warmth and hospitality.

Visit to stadia

The Evaluation Team particularly appreciated the opportunity to attend two international matches between Finland and the Czech Republic (at full international and under 21 level) at the Helsinki Olympic Stadium and the Vantaa Pohjola Stadium. These enabled it to see the arrangements described in the national report in action. It also appreciated its visit to the Finnair Stadium in Helsinki but would have preferred to be able to spend longer there. In each case, the Team was able to inspect all parts of the stadium. In line with most football matches in Finland, there were no significant incidents. However, the Team identified a number of issues that would need addressing prior to a high risk match.

The structure of the report

This report comments in turn on the implementation of each Article of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. After the text of each Article, the Examining Team records its observations, comments and overall assessment, followed by any recommendations for the attention of the Finnish authorities. These are then presented in order of priority as part of the overall conclusions at the end of the report.

Evaluation of compliance

Article 1 - Aim of the Convention

1. *The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within the limits of their respective constitutional provisions, to take the necessary steps to give effect to the provisions of this Convention.*
2. *The Parties shall apply the provisions of this Convention to other sports and sports events in which violence or misbehaviour by spectators is to be feared, as appropriate to the specific requirements of such sports and sports events.*

Observations

Finland was the sixth country to ratify the Convention (on 16th January 1987). It brought it into force on 1st March 1987. Since then, the Finnish authorities have taken their responsibilities under the Convention very seriously.

Spectator violence is still very uncommon in Finland. It has therefore not been necessary to introduce specific legislation on this matter. Any instances of violence or misbehaviour have been dealt with under the normal criminal law.

Comments

The response of the Finnish authorities has been proportionate to the incidence of violence.

The Evaluation Team considers that Finland complies with Article 1 of the Convention.

Article 2 - Domestic co-ordination

The Parties shall co-ordinate the policies and actions of their government departments and other public agencies against violence and misbehaviour by spectators, where appropriate through setting up co-ordinating bodies.

Observations

The Finnish national report describes how the representatives of the different government departments work closely together to co-operate and exchange information. This system, involving a minimum of formal structures appears entirely appropriate for a small country such as Finland, where the participants can develop close relationships and a team spirit.

Comments

The high level of co-operation between the various government departments and other agencies was apparent from the number of contributors to and the quality of the Finnish national report. This had clearly been co-ordinated and produced to a common agenda. The Evaluation Team was also impressed by the obvious team spirit between its different interlocutors.

The Evaluation Team considers that Finland complies with Article 2 of the Convention.

Article 3 - Measures

1. *The Parties undertake to ensure the formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators, including in particular:*
 - a. *to secure that adequate public order resources are employed to counter outbreaks of violence and misbehaviour, both within the immediate vicinity of and inside stadia and along the transit routes used by spectators;*

Observations

From the knowledge that it acquired during the evaluation visit, the Evaluation Team concluded that a key element in the prevention of violence in Finnish sport is that Finnish people are overwhelmingly not aggressive. There are no “C” category fans and only a limited number (about 20-25) in category “B”. The Evaluation Team was also told that there is only one football club (Lahti) with potential troublemakers among its fans.

The Evaluation Team attended the World Cup qualification match Czech Republic v Finland. About 40 police officers were deployed and visibly present around the stadium. A mounted police unit was also present. None of the police wore visible riot gear. There was a very limited visible police presence inside the stadium.

The current number of fans attending an international match is normally between 6,000 and 6,500. The Evaluation Team was told that, for this number of people, about 60 police officers will normally be deployed. During the highest risk match (Finland – England) there were up to 220 police officers deployed.

The Finnish Football Association security officer Juha Karjalainen gave a presentation on the deployment of so called "action teams", consisting of two police officers supplemented by four stewards. There were five of these "action teams" at the match attended by the Evaluation Team.

After the game, “action teams” were deployed between the pitch and the stands accommodating the fans of the visiting team (Czechs) in order to prevent a possible invasion of the pitch to celebrate victory with the team.

The Evaluation Team was told that the recommended ratio between police officers and stewards is 1 : 3.

Comments

According to the Evaluation Team’s observations and the information which it obtained, the police presence provided for football and ice-hockey matches is sufficient, proportionate to the risk, but not excessive.

The use of “action teams” seems to be an interesting and progressive approach which may be of use in some other countries.

The Evaluation Team considers that Finland complies with Article 3.1.a of the Convention.

Recommendation

The Evaluation Team suggests that the Finnish authorities may wish to share information about their use of “action teams” with other countries whose circumstances are similar.

- b. to facilitate close co-operation and exchange of appropriate information between the police forces of the different localities involved or likely to be involved;*

Observations

Local police officers monitor the fan situation at football clubs on a part time basis.

Regarding this matter, there is a regular exchange of intelligence between the clubs and the police: before the start of the football season, an employee of the Football Association visits the clubs and gives them as much information as needed in order to organise the stadium’s security. Furthermore, each club has its own head of security who is obliged to keep the police fully informed before each match.

Besides, the supporters usually contact the home team to inform it they will attend the match.

For the purposes of co-ordination and information exchange, two-day seminars are organised at the Finnish Police Academy with the participation of representatives of the fans’ association.

Comments

During its visit, the Evaluation team was able to attend two international matches and check the preparatory arrangements. Both matches were Finland v Czech Republic. In each case, before the match, the police from the Czech Republic had sent detailed information to their Finnish counterparts. The Czechs had been able to let their colleagues know the number of supporters expected to reach Finland, the number of tickets that had been bought, the means of transport of supporters and their travelling times.

They had also passed on intelligence on the number of B and C supporters expected to travel and on the likely behaviour of the visiting supporters before, during and after the match, as well as information concerning the last comparable matches.

Finally, the Finnish police had been told whether the police from the visiting team’s country would or would not accompany their supporters away from home.

The system appeared to work well at both the domestic and international level.

The Evaluation Team considers that Finland complies with Article 3.1.b of the Convention.

- c. to apply or, if need be, to adopt legislation which provides for those found guilty of offences related to violence or misbehaviour by spectators to receive appropriate penalties or, as the case may be, appropriate administrative measures.*

Observations

There are a number of legal provisions which can be applied in order to punish those found guilty of sport related offences.

Serious acts, like assaults and bodily harm, can be prosecuted under the criminal law. Various acts, such as causing disturbances and endangering order and safety, together with the appropriate sanctions, are defined in the Public Order Act. A number of other offences (like entering the pitch) are in fact breaches of the Football Association's regulations and offenders can be punished accordingly.

Comments

The Evaluation Team is satisfied that the arrangements for the application of the criminal law are appropriate, in the light of the circumstances in Finland.

The Evaluation Team considers that Finland complies with Article 3.1.c of the Convention.

- 2. The Parties undertake to encourage the responsible organisation and good conduct of supporters, clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures.*

Observations

The functions of stewards in Finland include searching spectators, preventing unauthorised access onto the area of play, traffic control, fire safety and acting as stretcher bearers. They come under the control of the event organiser (normally the relevant sports body) and are responsible for intervening in cases of misbehaviour, save where these are dealt with by the police.

The number of stewards to be deployed at any event is determined by the police in the light of a risk assessment. The police may also require that a given number are trained to an enhanced level. These are formed into so-called "action groups" (see under article 3.1 above). The police may reduce the capacity of the stadium if there are not enough trained stewards.

In Finland there are over 42 000 trained stewards. The basic training lasts three (rising to four) days. Additional training is provided in the use of force (two days) and first aid (two days). Trained stewards receive an identity card. The Finnish Sports Federation is the biggest training body for sports stewards. It also arranges their insurance cover. Thanks to these stewards, it successfully managed the IAAF World Championships earlier in 2005.

Those responsible for stewarding had a good understanding of the importance of maintaining a balance between security, safety and customer care. These were seen as interrelated. The emphasis was at all times upon the customer. Each spectator was regarded as an "MIP" (most important person).

Comments

The Evaluation Team observed the stewards in action at two matches, at the Pohjola Stadium in Vantaa and the Olympic Stadium in Helsinki. It recognises that, because these were both international matches, they may not necessarily have been typical.

At both matches, the style of stewarding contributed to a relaxed and informal atmosphere. However, the stewarding, while friendly, was somewhat passive. Thus at the Olympic Stadium spectators were allowed to stand unchallenged in the vomitories before half time. More seriously, the Examining Team observed minor instances of poor performance at both stadia (an unauthorised person allowed on to the pitch before the match in Vantaa and a temporary loss of control over access (see Article 3.4.g). The Team also found an unstaffed exit gate from the media area at the Olympic Stadium.

This raised questions in the mind of the Examining Team about the clarity of the briefing that the stewards had received and / or about whether adequate procedures were in place to monitor their performance during events.

The stewards wore numbered high visibility tabards but, particularly in Vantaa, were somewhat untidy. A smarter appearance is likely to command greater respect.

Overall, the Evaluation Team was impressed by the training and use of stewards which appeared to be appropriate and proportionate for the size and level of risk of most matches in Finland. However, it had some concerns whether the stewards would be able to handle high risk events. The Finnish authorities may wish to reflect further on how this might be addressed.

The Evaluation Team commends the Finnish authorities for the significant measures that it has taken to comply with Article 3.2 of the Convention; it considers these to be appropriate for all but the occasional high risk event.

Recommendation

The Evaluation Team recommends that the Finnish authorities should monitor and evaluate the performance of the stewards on match days with the objective of identifying how this might be further enhanced.

- 3. The Parties shall encourage the co-ordination, in so far as legally possible, of the organisation of travel arrangements from the place of departure with the co-operation of clubs, organised supporters, and travel agencies, so as to inhibit potential trouble-makers from leaving to attend matches.*

Observations

Finnish police monitor football supporters' travel but they do not normally escort visiting supporters on the grounds that this is not necessary. The Evaluation Team was told that, if necessary, the police who monitor the away team will accompany its fans to the host team's stadium.

Finnish supporters can be accompanied by police spotters when travelling abroad for high risk matches. If the number of Finnish supporters travelling abroad is higher than 500, the safety officer travelling to the international away match will be accompanied by "fan-supervisors". Their task is to advise and assist Finnish supporters and supervise their behaviour during the whole event.

Finnish fans usually travel by buses, trains or private cars. Quite often they have their own buses or rented buses.

Comments

The arrangements for escorting travelling supporters appear sensible and proportionate. Due to the absence of major incidents, it does not seem necessary for the police to accompany football supporters on a regular basis. However the possibility of accompanying their supporters could be considered where this seems necessary. On the other hand, the arrangements for accompanying supporters to matches overseas seem to be well conceived and commendable.

The Evaluation Team considers that Finland complies with Article 3.3 of the Convention.

4. *The Parties shall seek to ensure, where necessary by introducing appropriate legislation which contains sanctions for non-compliance or by any other appropriate means, that, where outbreaks of violence and misbehaviour by spectators are to be feared, sports organisations and clubs, together with, where appropriate, stadium owners and public authorities, in accordance with responsibilities defined in domestic law, take practical measures at and within stadia to prevent or control such violence or misbehaviour, including:*
 - a. *to secure that the design and physical fabric of stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control, contain appropriate barriers or fencing, and allow security and police forces to operate;*

Observations

All Finnish stadia are covered by the national building regulations. While these do not contain specific requirements for stadia, they include matters such as entrance and exit and fire safety. In addition, the Finnish Football League has a safety manual for clubs in its first division which also prescribes detailed standards for the stadium and its operation. These are detailed in sections 3.6 and 3.8 of the Finnish national report. All clubs must comply in order to be licensed. The stadium owner (in many cases still the city but increasingly a private company) is responsible for its maintenance.

The rescue service inspects the stadium at the start of the season and before any major event. It also examines any temporary facilities. However, there does not appear to be any system of monitoring or inspection by anyone other than the international football authorities while the stadium is in use. This barely touches upon the design or fabric.

Comments

All three stadia visited by the Evaluation Team were in good condition and fit for purpose, having regard to the number of spectators normally attending football matches there. They all had control rooms with good CCTV systems.

They also provided levels of amenity and comfort that are calculated to encourage good behaviour. The absence of high perimeter fences was particularly encouraging. The seats all had sufficient legroom and a good view of the playing area. While many of the catering facilities and toilets at the Olympic Stadium were only temporary, they met an acceptable

standard and were well sited. The facilities at the other stadia, including those for spectators with disabilities were of a generally high standard, though the Evaluation Team was concerned that some of these were located in the vomitories at the Finnair Stadium.

The main criticism at both the Olympic and Finnair Stadia was the poor design of the barriers around some of the vomitories and at the foot of the gangways. In many cases these were either absent or too low. It was unclear whether this weakness is specific to these two stadia or is also to be found elsewhere. The Evaluation Team recognises that this is difficult to overcome at the Olympic Stadium because it is a listed building but suggests that the Finnish authorities might wish to give further consideration to how these weaknesses could be resolved.

Neither the Pohjola Stadium nor the Olympic Stadium have turnstiles. In the former case, the number of spectators attending is not such that turnstiles are essential. In an ideal world, they should be installed at the Olympic Stadium, but the Evaluation Team recognises why this is not possible. This should not present an insuperable problem, provided that adequate physical and crowd control measures (including barriers and queuing arrangements) are in place for managing the entry of spectators, in particular at high risk matches.

The Evaluation Team considers that Finland complies with Article 3.4.a of the Convention.

Recommendations

The Evaluation Team recommends that the Finnish authorities give further consideration to:

- the design and height of the barriers around vomitories and at the foot of gangways; and
- the installation of turnstiles where there is a likelihood of high risk matches.

b. to segregate effectively groups of rival supporters, by allocating to groups of visiting supporters, when they are admitted, specific terraces;

Observations

All stadia in the Finnish Football League are, when necessary, able to provide suitable separate accommodation, entrances and facilities for the visiting supporters. These arrangements are used at all international matches and certain domestic matches.

The Evaluation Team noted with pleasure that, at the Olympic stadium, the management had introduced an ingenious system for separating the supporters of the two teams. A tarpaulin several seats wide was stretched from the top to the bottom of the seating deck. This was supplemented by a line of stewards. While it would have been possible for a determined spectator to cross this barrier, it would have slowed their progress. The barrier effectively acted as a deterrent. It also eliminated the need for unsightly and intimidating barriers. Along with the absence of any high perimeter fence, it created a far pleasanter and relaxed atmosphere.

Comments

The Evaluation Team commends the management of the Olympic Stadium for its sensible and pragmatic approach to the separation of rival groups of supporters.

The Evaluation Team considers that Finland complies with Article 3.4.b of the Convention.

- c. to ensure this segregation by strictly controlling the sale of tickets and to take particular precautions in the period immediately preceding the match;*

Observations

The ticketing system is linked to the arrangements for separating the supporters of the rival teams. For domestic matches, supporters obtain their tickets from their own club or at the ground. Tickets for international matches are purchased through a single ticket agency. The tickets are simple and would be relatively easy to forge, but no problems have been detected with these arrangements.

Comments

These arrangements appear to be suitable and proportionate for all normal matches in Finland. However, while it is possible to ascertain how many tickets have been sold for a particular event, this may not necessarily correspond with the number entering the stadium. Moreover, any system that relies upon staff checking tickets by eye is potentially vulnerable to corruption or forgery. There is therefore a risk that the current system might not be sufficient to prevent overcrowding or unlawful entry at a high risk match where the demand for places exceeds the number of tickets. (It was for example reported that some 15-20 Czech supporters arrived without tickets for the match at the Olympic Stadium but were allowed to enter the section set aside for Finnish supporters.)

The Evaluation Team considers that Finland complies with Article 3.4.c of the Convention in respect of normal matches in Finland.

- d. to exclude from or forbid access to matches and stadium, in so far as it is legally possible, known or potential trouble-makers, or people who are under the influence of alcohol or drugs;*

Observations

The stewards are under a statutory duty to deny entry to anyone who is intoxicated or who, because of their behaviour, can reasonably be suspected as likely to endanger order or security at a football ground. However, while the organiser can bar such people from the stadium for a particular match, this must be done on a case by case basis. There is no system of national stadium bans.

Comments

Because the level of violence and misbehaviour in Finnish stadia is currently very low, there is no immediate need for a system of stadium bans. However, the Finnish authorities very sensibly wish to be ready to resolve any problems before they arise. In this context, they may

find it valuable to identify whether and how they could introduce such bans should they be needed.

The Evaluation Team considers that Finland complies with Article 3.4.d of the Convention in respect of normal matches in Finland.

Recommendations

The Evaluation Team recommends that the Finnish authorities consider whether and how they could introduce a system of stadium bans should this be needed.

- e. to provide stadia with an effective public address system and to see that full use is made of this, of the match programme and of other publicity outlets to encourage spectators to behave correctly;*

Observations

Each stadium in the Finnish Football League is required to have a public address system. While these may be very effective inside the stadium, because the personnel in the control room can override the normal announcer and direct messages to particular zones, they cannot be heard outside the entrances or in the car parks.

The Team suggests that better use could also be made of the system, for example by using it to send coded messages to the stewards, for instance about the location of a suspected fire, so that they are ready to react before the public is informed.

The Evaluation Team was informed that, although the control room at the Olympic Stadium is well sited, it is not permanently equipped with all the necessary communication systems. The Football Association needs to bring its own equipment before a match.

Comments

The Evaluation Team welcomes the desire of the Finnish authorities to upgrade the public address systems to cover areas outside the ground. This might sensibly be linked to a review of how the systems might best be used to communicate with staff as well as supporters.

The Evaluation Team considers that Finland complies with Article 3.4.e of the Convention with regard to public address systems and welcomes their commitment to further improvements.

- f. to prohibit the introduction of alcoholic drinks by spectators into stadia; to restrict, and preferably ban, the sale and any distribution of alcoholic drinks at stadia, and to ensure that all beverages available are in safe containers;*

Observations

Alcohol may not be brought into any Football League stadium by spectators. It may, however be served, albeit only in disposable open containers, in designated licensed areas at domestic matches. At FIFA and UEFA matches it may only be served in VIP areas.

Comments

The controlled sale of alcohol at domestic matches works well. It promotes sensible drinking in a controlled environment. It discourages spectators from bringing in their own alcohol, which might be much stronger.

Given the restrictions on the serving of alcohol, the Evaluation Team was surprised that VIPs at the Finnair Stadium appear to be permitted to consume alcohol in the VIP stand during the match in full view of both the pitch and other supporters, on what is effectively a café terrace. While this may not breach the letter of the law, the Evaluation Team considers it to be insensitive and provocative to other spectators. It could easily provoke a strong adverse reaction, both verbal and physical, from risk supporters.

The Evaluation Team considers that Finland complies with Article 3.4.f of the Convention, with the exception of the reported arrangements for the consumption of alcohol by VIPS at the Finnair Stadium – which would not appear to comply with the spirit of the Convention.

- g. to provide controls so as to ensure that spectators do not bring into stadia objects that are likely to be used in acts of violence, or fireworks or similar devices;*

Observations

The Football Association's safety regulations prohibit spectators from bringing into the stadium any weapon, firework, laser or other item that could threaten the safety of any individual or of the match. Similar restrictions apply to political, racist or other insulting material. Guidance on what is prohibited is posted at the entrance to the stadium. Facilities are provided for the deposit of lawful but prohibited items such as umbrellas.

All visiting supporters at international matches are required to be searched on entry. Some searches are undertaken at high risk domestic matches.

Comments

The list of prohibited items is clearly understood and the system for depositing these at the entrance appeared to work well at the matches attended by the Evaluation Team. The Team was informed that spectators now rarely bring flares to matches. None were in evidence at either match.

While the requirements on searching are clear, this did not go entirely according to plan at the Olympic Stadium. The Evaluation Team observed the entry of the supporters on the side opposite the main stand. In this area the space available for controlling entry is somewhat limited. The difficulties of control are exacerbated by the absence of turnstiles.

In consequence, those checking tickets found themselves being pushed back until they were too close to those undertaking searching. This not only slowed the rate of entry, it enabled some supporters to evade the searches by moving between one line and another. Subsequently, there was a surge while the national anthems were being played. The line of searchers was broken and some 100 spectators went past before it was re-established.

On this occasion there were no adverse consequences. The supporters were patient, good humoured and well behaved. However, the incident illustrates the difficulty of searching every spectator without the deployment of substantial resources in a well designed space.

Those in charge may have to balance the risk of delaying the entry of the later arrivals (who, particularly at a match where alcohol is not available at the stadium, may be the most inclined to misbehave), with that of making the later searches less thorough. In fairness to the Finnish authorities, this issue arises all over Europe and at every major international tournament. Nonetheless, they may wish to review the arrangements (such as the location of barriers and personnel) at the Olympic Stadium to see if these could be improved.

The Evaluation Team also observed that a large amount of what appeared to be packaging material was lying around outside the Olympic Stadium. This could have provided a ready made source of missiles for a less well disposed crowd. It was unclear who was responsible for keeping this area clear, but this should be addressed by the appropriate authorities.

The Evaluation Team considers that the requirements with regard to prohibited objects in Finland comply with Article 3.4.g of the Convention but that further consideration could with advantage be given to their practical application.

Recommendations

The Evaluation Team recommends that the Finnish authorities review the arrangements for controlling entry, searching and keeping the area immediately outside the stadium clear at the Olympic Stadium.

- h. to ensure that liaison officers co-operate with the authorities concerned before matches on arrangements to be taken for crowd control, so that the relevant rules are enforced through concerted action.*

Observations

All Football League clubs have security officers. These exchange information before each match about the anticipated number of visiting supporters and their means of travel. The visiting supporters' clubs themselves may also contact the security officer with this information.

The overall responsibility and co-ordination rests with the police, who ensure that the organiser has deployed the necessary resources.

Comments

The system appears well designed for the circumstances prevailing in Finland. The National Football Information Point only becomes involved at international matches.

The Evaluation Team considers that Finland complies with Article 3.4.h of the Convention.

- 5. The Parties shall take appropriate social and educational measures, bearing in mind the potential importance of the mass media, to prevent violence in and associated with sport, in particular by promoting the sporting ideal through educational and other campaigns, by giving support to the notion of fair play, especially among young people, so as to enhance mutual respect both amongst spectators and between sports players and also by encouraging increased active participation in sport.*

It was explained to the Evaluation Team that Finland has only recently become a multicultural country. By the end of 1990 there were only about 20,000 immigrants. As a result, Finland had little experience of immigration.

Today there is an immigrant population of about 100,000 originating from Estonia, the ex USSR, Somalia and, in smaller numbers, various other countries. There also are Roma people and about 800 Saami. During the 1980s, Finnish people held generally positive views on immigration. However, during the 1990s, there was an economic crisis which had a negative influence on public opinion about immigrants. Today society is more tolerant but not as much as it used to be.

The police have reported about 300 violent incidents of racial or national discrimination. However, there is no requirement for information on such crimes to be collected systematically. In fact it was described to the Evaluation Team as a hidden crime.

One consequence of this is that there are sometimes few opportunities for foreigners to join traditional sports teams. They are forced to start their own sport clubs or to participate in segregated groups.

In order to fight against this phenomenon, the Finnish Sports Federation, Football Association of Finland and non governmental organisation Liikkukaa!org have launched some important initiatives.

The Sports Federation has developed a Fair Play concept in its sports policy, based on multicultural sports and tolerance, anti doping, responsible use of drugs and medicine, non violence, prevention of sexual harassment, public safety and comfort and economic responsibility.

A visible aspect of this work is the Green Card which is a symbol of the values of Finnish mentality and Finnish football. It acts as a means of positive reinforcement for fair play. Since 1996, the Green Card has been the only card that the referee uses while refereeing matches of children under the age of 12, just to encourage them. The referee shows the Green Card to a player in recognition of Fair Play by him/her.

Regarding the promotion of this kind of initiatives through the media, the Evaluation Team noted that the National Sports Federation (SLU) awards the "best tolerance in sports prize", and this event is publicised both in morning TV and in the important newspapers. The local and regional projects have also been covered by the media throughout the year.

The evaluation team was informed about the "All stars programme". This programme has been developed by the Football Association of Finland, which has held it since 1999 and it is based on the so called "greenline values". It takes people from 7 to 20 years old. It is based on a quality club system: out of 1000 clubs existing in Finland, 34 of them have followed this project. The activities carried out vary, from those developed at schools, to those concerning the education of coaches, and fair play activities that take place in the grounds. When developing the programme, parents and coaches discuss their children's activities together in order to get a better playing atmosphere. The success of the "All stars programme" has provided a good foundation in the learning process which enhances children's motivation. The budget for this programme comes from the ordinary Football Association budget plus a contribution from the Ministry of Education, sponsors, etc.

Liikkukaa!org. is the head of a large network and has cooperated with the Football Association of Finland for the past ten years in order to use sports for social inclusion, prevention of prejudice and to keep racism out of sports. They distribute posters to schools, youth clubs, sports arenas and similar places. Their campaign will also be distributed through the media. This campaign is supported by the Finnish Sports Federation, SLU, the Ministry of Education, OPM and FARE (Football Against Racism in Europe).

It should also be noted that the Finnish ambassador for sport tolerance and fair play, who works in combating racism, is one of the most popular and respected of these ambassadors in the Council of Europe.

Comments

It was clear to the Evaluation Team that Finland is actively engaged in fighting against racism and promoting sports values. The Evaluation Team commends the Finnish authorities and sporting bodies for their efforts and encourages them to continue with this work.

The Evaluation Team considers that Finland complies with Article 3.5 of the Convention.

Article 4 - International co-operation

- 1. The Parties shall co-operate closely on the matters covered by this Convention and encourage similar co-operation as appropriate between national sports authorities involved.*

Observations

Finland actively participates in all relevant international bodies and meetings. Finland is represented at meetings of the Standing Committee by senior officials from both the police (Ministry of the Interior) and sport administration. High ranking Finnish police officers also participate in meetings organised under the umbrella of National Football Information Points. The role of Finland in this network will be further enhanced in 2006 in connection with Finnish chairmanship of the EU.

The Football Association of Finland participates in all relevant co-ordination activities held under the umbrella of UEFA and FIFA. In addition there is a well-developed regional co-operation within the Nordic Football Associations which provide for higher level of mutual knowledge and understanding.

Comments

The Evaluation Group is aware that the Finnish representatives have for many years contributed actively and constructively to the work of the Standing Committee.

The Evaluation Team considers that Finland complies with Article 4.1 of the Convention.

2. *In advance of international club and representative matches or tournaments, the Parties concerned shall invite their competent authorities, especially the sports organisations, to identify those matches at which violence or misbehaviour by spectators is to be feared. Where such a match is identified, the competent authorities of the host country shall arrange consultations between those concerned. Such consultations shall take place as soon as possible and should not be later than two weeks before the match is due to take place, and shall encompass arrangements, measures and precautions to be taken before, during, and after the match, including, where necessary, measures additional to those included in this Convention.*

Observations

The Evaluation Team attended the preparatory briefings before the World Cup qualification match Czech Republic v Finland. The Team also was provided with copies of the safety and security plan before the match and the safety and security report after the match. These contained all the necessary information about the match – including the identities of the responsible persons, the numbers of stewards, the organisation of the police, rescue and emergency services and information about the supporters (see under Article 3.1.b).

The Evaluation Team was told that, for high risk international matches of either the Finnish national team or Finnish clubs, the visit of a team of foreign police “spotters” is a standard procedure. A specialised police officer is appointed to care for and guide the foreign spotters. On this particular occasion, no visiting team “spotters” were present. However, police intelligence had been passed from the Czech police to the Finnish police well in advance.

The Evaluation Team was told that security preparations are a standard part of the pre-match preparations. The standard procedures are for regular preparatory meetings 3 months, 3 weeks and 3 days before matches.

Comments

Procedures in place are ready even for very high risk matches and bigger tournaments. The management of security matters on the match day at the World Cup qualification match was highly professional.

The Evaluation Team considers that Finland complies with Article 4.2 of the Convention.

Article 5 - Identification and treatment of offenders

1. *The Parties, respecting existing legal procedures and the principle of the independence of the judiciary, shall seek to ensure that spectators committing acts of violence or other criminal behaviour are identified and prosecuted in accordance with the due process of the law.*

Observations

The Evaluation Team was informed that there are five to ten criminal offences investigated in relation to football matches each year. The legal infrastructure to prosecute offences related to sport is fully in place. The political will to do so was clearly demonstrated during all the

Evaluation Team's meetings. From the security measures seen during Czech Republic v Finland match, it was also evident that there is no tolerance towards possible misbehaviour of fans.

Comments

The Evaluation Team is satisfied that the systems and procedures in place are sufficient and appropriate, having regard to the current circumstances in Finland.

The Evaluation Team considers that Finland complies with Article 5.1 of the Convention.

2. *Where appropriate, particularly in the case of visiting spectators, and in accordance with the applicable international agreements, the Parties shall consider:*
 - a. *transferring proceedings against persons apprehended in connection with violence or other criminal behaviour committed at sports events to their country of residence;*
 - b. *seeking the extradition of persons suspected of violence or other criminal behaviour committed at sports events;*
 - c. *transferring persons convicted of offences of violence or other criminal behaviour committed at sports events to serve their sentences in the relevant country.*

Observations

Until now there has been no need to transfer or extradite people in connection with crime committed at sports events.

The European Arrest Warrant is applicable in Finland and may be used in related case.

In the investigation of crime related to international sporting events, assistance or information can be requested both through the mechanisms for judicial assistance or through police National Football Information Points.

Comments

The Evaluation Team is satisfied that the existing procedures would be sufficient for any case likely to arise in the near future.

The Evaluation Team considers that Finland complies with Article 5.2 of the Convention.

Article 6 - Additional measures

1. *The Parties undertake to co-operate closely with their appropriate national sports organisations and clubs, and where appropriate, stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadia or other alterations, including access to and egress from stadia, necessary to improve safety and to prevent violence.*

Observations

The Finnish Sports Federation brings together representatives of the different sports, the municipalities and the Ministry of Education to promote a steady programme to upgrade facilities. Some funding (€15 million) is available from the Ministry.

The Ministry of Education checks particular aspects of new or upgraded facilities, such as access and fitness for purpose. It also works closely with the police, rescue service and sports organisations who provide technical expertise.

Comments

This system would appear to be sufficient and appropriate for the circumstances prevailing in Finland

The Evaluation Team considers that Finland complies with Article 6.1 of the Convention.

- The Parties undertake to promote, where necessary and in appropriate cases, a system laying down requirements for the selection of stadia which take into account the safety of spectators and the prevention of violence amongst them, especially for those stadia used for matches likely to attract large or unruly crowds.*

Observations and Comments

The choice of venues for the under 21 and full international football matches against the Czech Republic was logical and appropriate, having regard to the anticipated attendance and risk level.

The Finnish authorities are well aware of the limitations of the Olympic Stadium, in particular the poor entrance control and the lack of permanent facilities, about which little can be done because of the status of the building. They are to be commended for the efforts that they have made to improve the stadium within these constraints, for instance by installing seat backs, during the run up to the IAAF world Championships. It is recognised that it would not make economic sense to build a new very large stadium that would be occupied to capacity on only a few occasions each year.

The Evaluation Team considers that, within the constraints of its existing facilities, Finland complies with Article 6.2 of the Convention.

- The Parties undertake to encourage their national sports organisations to review their regulations continuously in order to control factors which may lead to outbreaks of violence by players or spectators.*

Observations

Sports organisations have updated their regulations on several occasions. The fact that all bodies involved in sport work together represents a positive factor in ensuring co-ordinated legislation.

The Football Association of Finland, has a structure based on Committees. There is a Disciplinary Committee and a Legal Committee. This last is in charge of the revisions of its rules.

Comments

The current regulations appear to be suitable for the circumstances in Finland. Nevertheless it would be desirable to keep under review the requirements related to the entrance control systems and the height and design of the fences around football stadia (see comments under Article 3.4.a and 3.4.g) where there may in due course be scope for some improvement.

The Evaluation Team considers that Finland complies with Article 6.3 of the Convention.

Article 7 - Provision of information

Each Party shall forward to the Secretary General of the Council of Europe, in one of the official languages of the Council of Europe, all relevant information concerning legislative and other measures taken by it for the purpose of complying with the terms of this Convention, whether with regard to football or to other sports.

Observations

The Finnish authorities have consistently provided the Standing Committee with detailed and accurate information both for its annual reports and for ad hoc surveys.

The Evaluation Team considers that Finland complies with Article 7 of the Convention.

General Conclusions and Recommendations of the Evaluation Team

The Evaluation Team considers that Finland has achieved a very high level of compliance with the Convention having regard to the circumstances prevailing in that country. The measures that it has taken are appropriate and proportionate for the size and risk level.

The Evaluation Team was particularly impressed by the close level of co-operation between the various government departments and other agencies and by the evidence of a co-ordinated strategy. It observed that this encompasses not only security matters but also the welfare of spectators and social and educational measures, in particular action to combat racism.

However, both the stadia and their management systems are likely to require some enhancement to enable them to meet the demands of the occasional high risk event.

In this context, the Evaluation Team puts the following recommendations to the Finnish authorities. While all of these are inherently desirable, they may all be regarded as low to medium priorities. None of them requires to be implemented as a matter of urgency.

Priority	Recommendations	Article of the Convention
1	The Evaluation Team recommends that the Finnish authorities should monitor and evaluate the performance of the stewards on match days with the objective of identifying how this might be further enhanced.	Art 3.2
2	The Evaluation Team recommends that the Finnish authorities consider whether and how they could introduce a system of stadium bans should this be needed.	Art 3.4.d
3	The Evaluation Team recommends that the Finnish authorities give further consideration to the design and height of the barriers around vomitories and at the foot of gangways.	Art 3.4.a
4	The Evaluation Team recommends that the Finnish authorities give further consideration to the installation of turnstiles where there is a likelihood of high risk matches.	Art 3.4.a
5	The Evaluation Team recommends that the Finnish authorities review the arrangements for controlling entry, searching and keeping the area immediately outside the stadium clear at the Olympic Stadium.	Art 3.4.g
6	The Evaluation Team suggests that the Finnish authorities may wish to share information about their use of "action teams" with other countries whose circumstances are similar.	Art 3.1.a

Appendix 1

Acknowledgements

The Evaluation Team is conscious that a large number of people contributed to the preparation of the Finnish national report and to the preparations for and organisation of its visit. It is grateful to all of them for their welcome and their hospitality which did so much to make the visit both productive and enjoyable.

The Team would particularly wish to thank three individuals, without whom it would have been unable to undertake its task, namely:

Chief Superintendent Tapani Hack, Police Department, Ministry of the Interior;

Mr Seppo Paavola, Ministry of Education; and

Mr Juha Karjalainen, Football Association of Finland.

Appendix 2

Programme of the visit

Tuesday 11th October 2005

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|-------|--|
| 10.00 | Official meeting with <ul style="list-style-type: none">▪ Mr Kari Rantama, Deputy National Police Commissioner▪ Mrs Kerstin Ekman, Director, Sports Policy, Ministry of Education▪ Mr Heikki Porola, Chief Superintendent, Helsinki Police Department (introduction to the World Athletics Championships 2005) |
| 11.00 | Discussion of Finnish national report of evaluation of compliance with TR-V |
| 12.30 | Lunch provided by the Ministry of the Interior at House of the Estates |
| 14.00 | Discussion of Finnish national report of evaluation of compliance with TR-V (continued) |
| 17.00 | Tour of the Vantaa Pohjola Stadium, followed by meeting with the group that had compiled the national report |

- 18.00 U21 European Championship Qualification match Finland v Czech Republic at the Vantaa Pohjola Stadium
- 20.30 Official dinner provided by the Football Association of Finland

Wednesday 12th October 2005

- 10.00 Official FIFA meeting (match coordination meeting for organisation and security) Olympic Stadium
- 12.00 Tour of the Olympic Stadium and introduction to the security plans of the evening's match (Security Officer of the Football Association of Finland Mr Juha Karjalainen)
- 14.00 Official lunch provided by the Ministry of the Interior
- 17.00 Observing the security organisation's work at the Olympic Stadium before the match
- 18.30 World Cup Qualification match Finland v Czech Republic
- 21.30 Dinner provided by the Ministry of Education

Thursday 13th October 2005

- 10.30 Tour of the Finnair Stadium (Mr. Juha Karjalainen)
- 12.30 Evaluation of the visit (Evaluation Team)
- 14.00 Lunch provided by the Helsinki Police Department

Appendix 3

Composition of the Evaluation Team

Mr Radim BURES (Czech Republic), Chair of the Standing Committee; Deputy Director, Department of Crime Prevention, Ministry of the Interior, Prague

Mrs Ana Isabel CRIADO CONTRERAS, Head of Legal Advising and Reporting Area, Sports High Council, Madrid

Mr John DE QUIDT (United Kingdom), Chief Executive, Football Licensing Authority, London

Mr Stanislas FROSSARD, Administrator, Secretary to the Standing Committee, Sport Department, Council of Europe