

STANDING COMMITTEE (T-RV)

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



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

Project on Compliance with Commitments

Respect by Switzerland of the Convention

**Follow-Up Report by Switzerland
on the recommendations of the Standing Committee
following the Evaluation visit on 1-3 April 2005**

FINAL

Adopted at the 33rd meeting of the Standing Committee

A. Introduction

The evaluation took place in Switzerland from 1st to 3rd April 2005. The evaluation visit included several meetings (ministers, Swiss parliament, authorities in charge of sports, public authorities, etc.) as well as visits to the stadiums in Berne and Basel and a match visit. The evaluation team reported, that the visit was very well organised and generously hosted by the Swiss Government. The evaluation team was warmly welcomed and provided with comprehensive information and documentation. The Swiss authorities prepared their national report in good time which served as the basic written material for the visit. This report presented general information, history and an account of the present situation with regard to spectator violence in Switzerland.

The evaluation team considered that Switzerland was preparing for the EURO 2008 in a highly organised and professional way. Every aspect of an overall safety and security concept was dealt with and best practices from abroad were taken into consideration. Finally the evaluation team encouraged Switzerland to continue to prepare for the EURO 2008 in the same professional way it had done so far.

B. Situation in Switzerland

All the matches played in Switzerland during the UEFA EURO 2008 went off without any major incidents. However, since the end of the Swiss football championship 2008, fans – both those from the hooligan scene and ultras with violent tendencies – have been more willing to use violence. According to the latest estimates from the Federal Office of Police, around 250 hooligans are very willing to use violence and approximately 1.500 people are basically willing to resort to violence. It is not unusual for riots to attract a great number of rubbernecks and for non-risk fans to join in solidarity with more violence-prone fans against, for instance, the police. New individually-based preventive measures and the HOOGAN database (containing over 500 names by the end of December 2008) are showing first signs of success. Systematic application of the measures will help to calm down the scene. The use of pyrotechnic objects in and around stadiums will continue to pose a problem, however.

Violent clashes at football and ice hockey games in Switzerland's two major leagues continued to surge 2009. Violent groups also experienced an increase in numbers. Police officers and members of privately commissioned security companies were more often subject of increasingly unrestrained aggression in 2009 than in the past. Also, more pyrotechnical objects, launched as such or used as projectiles, were used at sports games. By contrast, none of the games of the national soccer and ice hockey teams saw any violence. Nor did the 2009 hockey world championships held in Berne and Kloten.

Violence at sporting events continues to pose a problem in 2010. However, compared with previous years, there has been a slight abatement. The problem is particularly evident at football and ice hockey matches in the two top Swiss divisions, although meanwhile there is also an increasing tendency for violence at lower league matches. Matches by national teams and – in our opinion – the 2010 FIFA World Cup South Africa were peaceful, however.

To keep violent troublemakers and hooligans away from sport stadiums and their surroundings, the official security forces in Switzerland have adopted the following means since the beginning of 2007: exclusion orders, travel bans, obligation to report at the police station at regular intervals, and police custody for up to 24 hours. Data on persons subject to any such measure may be collected in an electronic information system called HOOGAN. This information on such persons is accessible nationwide to the police, the border guard corps and the organizers of sports events in order to keep notorious hooligans and troublemakers away from stadiums and their surroundings. The HOOGAN information system was developed in 2006 and successfully tested in January 2007. Since March 1, 2007, competent cantonal and city police authorities and border authorities have been granted access to the HOOGAN information system.

The appropriate cantonal and city police authorities may impose exclusion orders, exit restrictions, and police custody on individuals who have behaved violently at sport events. Exit restrictions can be imposed by the Federal Office of Police. Article 24a of the Domestic Security Act provides measures for preventing violence at sports events. Right of access and the conditions for linking up the Federal Customs Authority, the cantonal police authorities to the HOOGAN information system are governed by a regulation issued by the Federal Department of Justice and Police. The Parliament ratified the new legislation in spring 2006. Approved by the Federal Council on August 30, 2006, the legislation became effective on January 1, 2007.

C. Recommendations of the evaluation team and Switzerland's comments

1. *The entry arrangements appear to be appropriate for Swiss supporters, but in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries, with different habits.*

At times, the high volumes of foreign and national visitors during EURO 2008 tested the relatively limited capacities of the stadiums, the city centres and transport infrastructures to their limits. Road transport experienced no significant problems, as the public transport system was able to absorb the pressure by increasing its service frequencies and quantities. The public viewing area capacities in the city centres were always sufficient in the end, even during the matches with the Netherlands in Berne and Basle. The 16 UBS Arenas and other public viewing areas outside the host cities helped to share this load. EURO 2008 has showed that Switzerland is able to entirely provide the necessary capacity (stadiums, roads, railways, airways, logistics, accommodation, etc.), for the organisation of a mega event. In some places there were perhaps limitations to the space available in public areas.

The Swiss Football Association and Euro 2008 SA were responsible for safety and security in the stadiums. The police provided the organisers advice on the planning and implementation of appropriate measures. UEFA had issued stadium regulations for the EURO 2008, which includes, among others, instruction on access controls and allowed forbidden objects may or may not be brought into the stadiums. Effective access control had priority at the stadiums. The issued UEFA regulations

permitted no standing room at the EURO 2008. A maximum of four tickets has been sold per person and a ban on alcohol was in place in the stadiums. Closed security perimeters have been established around the stadiums at which individual checks have been carried out to ensure that no dangerous objects or weapon reach the stadiums or their surroundings.

Private security services have been deployed to implement the security tasks of the host association. These were staff employed by the stadium operators (stewards), on the one hand, and the private security personnel, on the other. The Security Sector issued recommendations on the approach to be adopted in this respect. Both EURO 2008 SA and the Security Sector provided advice to the relevant private agencies on the recruitment, training and deployment of stewards. A minimum steward-spectator ratio of 1:100 was to be targeted. The specifications were based on the recommendations of the Council of Europe and the EU.

- 2. The overall arrangements on match days appear to be appropriate for Swiss supporters, but, in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries.*

This major international event was, in the opinion of all those concerned, a great success. The objectives a) the perfect organisation of 15 football matches and b) the provision of a harmonious, peaceful, popular festival uniting people throughout Switzerland around the games were achieved. The organisation and structure of the project matched its complexity. The balance between central coordination and decentralised implementation made a big contribution to the success of the event. The collaboration with Austria, the host cities, Euro 2008 SA and other partners worked well at all levels. EURO 2008 took place throughout the country. The atmosphere was good and sometimes even euphoric. The security concept proved itself. EURO 2008 was peaceful throughout. The collaboration between the host cities, cantons, government and other partners worked well. National and foreign security forces cooperated with each other in exemplary fashion. The greater part of the traffic was handled by public transport, which operated practically without interruption and punctually.

Switzerland played its role as host impeccably. The fans enjoyed themselves happily and peacefully. The EURO 2008 had a positive impact on the image of the country and its cities. The volume of fans tested the cities to the limits of their capacity. The preparation and implementation of the major EURO 2008 event generated a lot of energy and creativity, as well as innovative solutions. (“Combo-Ticket”, extra and night specials on public transport, public viewings, the Switzerland Security Platform, host initiatives, a common approach under the Switzerland brand, fan guidance, the EURO 2008-visa).

EURO 2008 showed that a happy, peaceful gathering of visitors and fans was possible. Tens of thousands of fans celebrated happily, without any aggression, together with fans of other teams and the local population. The behaviour of national team fans is evidently different from that of club team fans. As well as the pre-training provided in the areas of hospitality, transport and security, the fan support measures made a considerable contribution to the peaceful atmosphere.

3. *The team recommends that commanding officers and spotters attend risk matches abroad to gain experience and expertise in dealing with foreign supporters looking to cause trouble.*

In their efforts to police hooliganism, most European states – including Switzerland – have established a national football information point (NFIP) to exchange information on "sports hooligans". The Swiss NFIP, which was integrated into the PICC in the course of EURO 2008, was jointly drawn up a status profile of the "European sports hooligan". Plain-clothes national and foreign police spotters operated in both Switzerland and Austria throughout EURO 2008. These spotters, who were experts on the hooligan scenes, had the task of diffusing tension among fans, collecting and evaluating information and relaying this information on an ongoing basis to the PICC and the competent local police command. The national and foreign spotters and their commanders formed mixed delegations; their operations have been coordinated by the PICC. The foreign support forces were unarmed and had no sovereign powers.

The national police spotters have been primarily recruited from the police corps of the host cities. They supported the responsible local police operational command with key reports and information on the hooligan scene. The foreign police spotters had the task, *inter alia*, of providing information on the fan scenes of the respective participating countries, surveying and monitoring fans upon departure from their host countries and arrival in Switzerland, as well as identifying potentially violent fan groups. They also accompanied their fan groups and supported the Swiss police forces in recording the details of offences committed by their compatriots.

It is now commonplace in Switzerland that spotters of the guest and host clubs are present at every professional football game. A regular exchange of the match commander also takes place. For two years there is a Swiss-wide training for spotters with great success. Finally, Switzerland has assembled a team of spotters to carry out operations abroad. The team was in use, for example at the World Cup 2010 in South Africa or at several international matches of the Swiss national team.

4. *The team recommends that the relevant authorities review their guidance on the layout of crush barriers.*

The relevant authorities reviewed their guidance on the layout of crush barriers in every host city. The barriers were adjusted and set up in accordance with Swiss Building Decrees and the rules of UEFA for stadiums.

5. *Concerning the draft bill in preparation enabling the relevant authorities to exchange information on preventing football related violence, the team would recommend that the police do not share information on intelligence with stewards as was planned. It may be dangerous to have this point in the law and is not of great help for the stewarding system itself.*

The "Security through cooperation" strategy involved cooperation between all the participating partners. Private security services also made a contribution to a trouble-free EURO 2008 – be it at the numerous public viewing events, the team hotels, the training camps or in the stadiums. Responsibility

for the allocation of tasks was not in the hands of the EURO 2008 Public Authorities Security Sector, but with the relevant organisers, Euro 2008 SA and the stadium operators. The involvement of the *PriSec-E08* consortium provided the security authorities with a central point of contact and coordination for the private security services throughout Switzerland. *PriSec-E08* was jointly set up by two security enterprises to implement the private security services at the EURO 2008. PriSEC-E08 was working in close conjunction with the security authorities. The consortium was integrated within the National Coordination Staff of Switzerland (NACOS) and at the end of 2007 spoke at and participated in, together with police officials, the “Risk Prevention Measures for Deployment Leaders” training at the Swiss Police Institute (SPI). Moreover, the consortium was closely involved in the command post exercise in June 2007.

6. *The Evaluation team recommends that efforts be made to evaluate the impact of social and educational initiatives taken, and to concentrate on those which appear to produce the best results.*

Fan support/fan projects were not among the duties of the security forces and thus were also not part of the “National Swiss Security Strategy for EURO 2008”. This aspect has become an important supplement to police activities because it can have a preventative effect and thereby contribute to order, peace and security. Fan support at EURO 2008 was based on established cooperation with Football Supporters International Teams (FSI Teams). In addition to comprehensive measures for all visitors and guests, the following fan support measures were envisaged at the EURO 2008:

- Appointment of a fan coordinator at the level of the EURO 2008 Public Authorities Project Organisation who was in close contact with the fan organisations of the national teams;
- Operation of fan embassies in the four host cities and specific fan-related activities in the host cities;
- Mobile fan embassies;
- Fan guide/ website.

Experience from EURO 2004 in Portugal, the 2006 World Cup in Germany and from EURO 2008 showed that professional fan projects make a decisive contribution to preventing outbreaks of trouble and violence in and around the stadia and in the public viewing areas in the city centres. The supporters of the national teams should be welcomed and assisted as guests. For this purpose, so-called “fan embassies” (mobile rendezvous points for fans operated by nationals from the respective countries) were envisaged, as well as activities geared towards fans’ needs.

Planning these activities was to be coordinated within EURO 2008 Public Authorities Project Organisation by the “Projects and Measures in Switzerland” Sector, in close cooperation with the “Site Marketing” Sector, as well as the Security Sector and those responsible at host city level. These projects and measures have been coordinated with existing fan projects (prevention of violence) at national and European level to guarantee sustainability.

There were fears of a massive increase in prostitution and human trafficking in the run-up to the World Cup in Germany. However these fears proved to be unfounded. Similarly, no major increase in human

trafficking or forced prostitution was to be expected in the context of the EURO 2008 in Switzerland. Tighter police controls and prevention campaigns by non-governmental organisations (NGOs) were nevertheless necessary. The EURO 2008 Public Authorities Project Organisation had decided to give financial support to a campaign against women trafficking and forced prostitution in the framework of the EURO 2008. This decision was based on an in-depth analysis of events at the 2006 Football World Cup. Following the examination of the various submissions, the association “EURO 08 campaign against women trafficking and forced prostitution” was to be granted a total sum of CHF 100’000 as seed capital to launch a public prevention campaign in Switzerland. The association was a broadly-based coalition of charities, counselling agencies, church societies and civil society organisations.

7. *The Evaluation team recommends that Switzerland build upon the positive Portuguese experience of low profile policing for the tournament. As in a lot of European countries, Switzerland is now deploying a large number of visible and very equipped police officers for football matches. This style of policing, even if it works well with Swiss people, is not recommended for the European Championship because it could be misunderstood by other countries. There will be a need for an intensive dialogue to explain the final decision to all foreign supporters.*

The implementation of the security concept for the EURO 2008 was greatly assisted by the visible presence of the police at key transport points, in the fan zones and in the stadia surrounds. The consistent application of the 3-D Police strategy by the police as well as the friendly but firm approach of all security forces made a considerable contribution to the safe and relaxed atmosphere during the tournament. Removing troublemakers from the crowd straight away and keeping the means to handle any possible escalation at a distance proved to be successful.

The “3-D philosophy” describes the approach which is to be applied in principle by the security forces at the EURO 2008.

Dialogue: The first “D” stands for dialogue: Police officers should come across as friendly, supportive, helpful representatives of law and order, working in the interests of prevention and assigned the duties of observing, gathering information and providing assistance. This will take place in patrol strength, in normal uniforms, on foot or motorized.

De-escalation: Deescalating words and signals are necessary should individual guests be at risk of colliding with the legal order, whether in a celebratory mood or out of frustration. This involves the settlement or early disruption of minor disruptions of public order. De-escalation will take place through the presence of police officers in normal and/or operational uniform in group strength.

Drastic action/ determination: If visitors disturb the legal order and disrupt the football festival, or intend to do so, the police will take drastic action. That means: Systematic intervention against troublemakers, disturbers of the peace and violent rowdies. The commensurate deployment of crowd control forces generally will take place in group strength, with special operating measures if needed. The aim is to pacify the situation, to arrest convictable violent criminals, to preserve evidence and to safeguard the affected localities through the presence of the police.

The first of these three Ds was the quintessence of the deployment of the security forces at the EURO 2008. At an event of this character, the security forces should above all approach visitors in a spirit of dialogue, helping them find their way in an unknown town/country. In brief: It was a matter of being a perfect host.