

**STANDING COMMITTEE (T-RV)**

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

COUNCIL OF EUROPE



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# **Standing Committee Consultative visit to Ukraine**

**Kyiv, 9-10 October 2017**

## **Report by the Consultative Team (Including the National Report provided by Ukraine)**

**Adopted by written procedure**

## REPORT OF THE CONSULTATIVE VISIT TO UKRAINE

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# **PART 1**

## **National report of the consultative visit of the Standing Committee to Ukraine**

# NATIONAL REPORT OF UKRAINE

## I. National structure

According to Ukrainian legislation, **national structure** of subjects, who are responsible for different aspects of safety and security at sport events, in particular football matches looks as follows:

1. Ministry of Youth and Sports of Ukraine.
2. Football Federation of Ukraine, Premier-league and Professional Football league.
3. Football clubs.
4. Organizers of football matches.
5. Stadium owners.
6. National Police of Ukraine.
7. State Service for Emergencies.
8. Local administrations and local councils.

**Their roles and responsibilities** in regards of safety and security at sport events, in particular football matches, are listed below:

1. Ministry of Youth and Sports of Ukraine is body of central executive power, which forms and realizes state policy in fields of youth, physical culture and sports, national-patriotic education. In regards of safety and security at sport events, in particular football matches, the Ministry:

- Controls, within its competency, effectiveness of use of sport facilities, in particular, controls establishment and activity of commissions for control over condition of sport facilities and other specific places for mass sports and cultural events;

- Approves typical instructions and rules for sport facilities in regards of organization of events, ensuring of public order, safety of participants and spectators, fire safety, medical assistance, evacuation in case of emergencies.

Department on sport infrastructure's development is being established within the Ministry's structure for above mentioned tasks.

2. Football Federation of Ukraine is sport oriented public organization with national status, which ensures development of football as sports.

As football match organizer, the Federation directly organizes National team's matches in Ukraine and National Cup final.

Department on infrastructure and competitions' security is being established within the Federation's structure for purposes of safety and security at football matches.

Permanent Committee on infrastructure and competitions' security is also established at the Federation for that purposes. The Committee is composed of representatives of the Federation, as well as other agencies, including law enforcement.

Premier-league is union of sport (professional football) clubs, which organizes all-Ukrainian competitions in football among professional football clubs of highest qualification (Ukrainian championship among Premier-league teams).

As football match organizer, Premier-league directly organizes Super-cup match and "Golden match" for Champion of Ukraine title.

Professional Football league is union of sport (professional football) clubs, which organizes all-Ukrainian competitions in football among professional football clubs (Ukrainian championships in 1<sup>st</sup> and 2<sup>nd</sup> leagues).

As football match organizer, Professional football league directly organizes "Golden matches" for championships in 1<sup>st</sup> and 2<sup>nd</sup> leagues.

3. Football clubs, as football matches organizers, directly organize their matches in Ukrainian championships among teams of Premier-league, 1<sup>st</sup> and 2<sup>nd</sup> leagues, National cup (except final), UEFA's competitions.

Among football club's functions, which are not directly connected with organization of football match, is timely informing of police about organized travel of the club's supporters to the away game (away-club task).

4. Organizers of football matches, depending on the match level and status, are football clubs, Football Federation of Ukraine, Premier-league and Professional football league.

In regards of safety and security at football matches, organizer of the match:

- Coordinates activities for preparation and holding football match (*informs law enforcement agencies about the match; establishes coordination group for the match with participation of all stakeholders; organizes pre-match security meeting with participation of all stakeholders; organizes pre-match operational inspection of the stadium and its surrounding area with participation of all stakeholders*);

- Establishes check mode at the stadium;

- Ensures that conditions for safe placement (separation) of different groups of spectators at the stadium are kept;

- Ensures that behavior rules are kept by spectators (*organizes meetings of spectators with players; informs spectators about necessity to keep the behavior rules and possible limitations at the stadium in case of misbehavior; terminates misbehavior of spectators*).

5. Stadium owner, in regards of safety and security at football matches:

- Ensures that stadium fits to requirements and criteria, which are foreseen by Law (*develops and approves stadium's Security strategy, Spectators' behavior rules and Evacuation rules, as well as match security plan for each game, and agrees them with law enforcement agencies; allocates premises for coordination group, for medical assistance point, control room etc.; installs turnstiles and lockers for keeping forbidden items; installs CCTV-system to visually control territory of the stadium and its surrounding territory*);

- Controls behavior of spectators inside the stadium (*establishes security service, which is responsible for security measures during the match, and appoints head of security; trains and deploys appropriate number of stewards and securities for supporting public order functions, assisting spectators in looking for their seats, searching spectators during check mode's procedures*);

- Creates appropriate conditions at the stadium for activity of law enforcement agencies (*provides free entry to the stadium's territory for vehicles of law enforcement agencies, as well as parking places for them; allocates premises for work of police and temporary detention of offenders during the match*).

Head of the stadium's security service performs overall management over stewards and securities, as well as directly cooperates with leadership of local law enforcement agencies.

By deployment of stewards and securities, stadium's security service:

- Performs supporting public order functions, assisting spectators in looking for their seats, searching spectators during check mode's procedures;

- Assists police in ensuring of public order and terminating of offences;

- Participates in evacuation of people from the stadium in case of emergency or bringing spectators to the pitch if evacuation is impossible.

6. National Police of Ukraine is body of central executive power, which realizes state policy in fields of protection of human rights and freedoms, counteraction criminality, ensuring public security and order. In regards of safety and security at sport events, in particular football matches, National Police:

- Ensures public order at stadium's surrounding area, evacuation routes, public places of the settlement, where the match is held, and routes of movement of spectators' organized groups. Police may also ensure public order inside the stadium, if it is required by the match's character or situation during the game;

- Reacts to spectators' illegal behavior inside the stadium and terminates it, if this could not be done by the stadium's security service.

Two departments within National Police of Ukraine are directly involved in safety and security at football matches – Prevention Department and National Central Bureau of Interpol.

Major Mass Events Unit is being established within Public order Division of Prevention Department, and currently this Unit is responsible for:

- Coordination and control over ensuring of public order at football matches and other sport event;

- Generalization of best practices and development of standards in connection of ensuring of public order at football matches and other sport event;

- Coordination of football spotters' work, establishment of National spotters team for National team's matches abroad;

- Cooperation with Football Federation of Ukraine (*Department is represented to the Federation by Senior National Security Advisor and member of Permanent Committee on infrastructure and competitions' security*) and other organizers of football matches.

Unit of Major International Events Security and Vehicles Search (acts as National Football Information Point) is being established within Department of Interpol and Europol, and currently this Unit is responsible for international information exchange and for coordination of foreign police delegations' deployment in connection with football matches, as well as other major sport event.

7. State Service for Emergencies is body of central executive power, which realizes state policy in fields of civil protection, protection of population and territories from emergencies and prevention of their occurrence, response to emergencies, rescue, firefighting, fire and technological safety, hydrometeorology. In regards of safety and security at sport events, in particular football matches, the Service:

- Checks the stadium's territory and its surrounding territory for fire and technological safety;
- Controls conditions of evacuation routes from the stadium;
- Prevents, minimizes and responds to emergency or fire in case of occurrence or risk of occurrence of them;

- Reacts to reports on violations of fire safety regulations inside the stadium or in its surrounding territory.

Department of state control in field of fire, technological safety and civil protection is being established within the Service for above mentioned tasks.

8. Local administrations and local councils are keeping general control over ensuring of safety and security at sport events, in particular football matches.

Their vital functions in connection with sport events, in particular football matches, are:

- Organization of activity of commissions for control over condition of sport facilities and other specific places for mass sports and cultural events;

- Changing the traffic of vehicles and pedestrians in places of settlement, where this is necessary in connection with the event;

- Changing the timetable of public transport, where it is necessary in connection with the event's timeframes.

9. Security Service of Ukraine and Department of State Protection of Ukraine could also be involved in safety and security measures in case of attendance of sport event by persons under state protection (President, Prime-Minister etc.).

## **II. Legal framework**

Overall legal framework in the field of safety and security of sport events, in particular football matches, composed of following basic documents:

1. European Convention on spectator violence and misbehavior at sport events and in particular at football matches of 1985 (will be denounced after ratification of Council of Europe Convention on an integrated safety, security and service approach at football matches and other sports events of 2016).

2. Law of Ukraine on Physical Culture and Sports of 1993.

This Law defines general legal, institutional, social and economic framework for activities in the field of physical culture and sport and regulates social relations in regards of creation of conditions for development of physical culture and sports.

It should be noted, that Article 48 of the Law obliges organizers of sport events and owners of sport facilities to ensure safe conditions for visitors and users of sport facilities, as well as to take appropriate security measures with accordance to the rules approved by the Government.

3. Provisions on preparation of sport facilities and other specific places for mass sports and cultural events, which were approved by decree of Ukrainian Government on December 18<sup>th</sup>, 1998, with ref. 2025.

These Provisions define how sport facilities and other specific places should be prepared for mass sports and cultural events.

In particular, this document foresee, that commissions for control over condition of sport facilities and other specific places for mass sports and cultural events should be established in each region. And these commissions should annually inspect each sport facility whether it fits to requirements and criteria, which are foreseen by Law, or not.

Provisions also clarify responsibilities of event's organizer, sport facilities' owner, police and emergency service.

4. Law of Ukraine on Construction Standards of 2009.

This law defines legal and organizational frameworks of development, agreeing, approval, registration and use construction standards, which contain mandatory requirements in field of construction, urban development and architecture.

Article 11 of the Law says that use of construction standards or their separate provisions is mandatory for all entities, regardless of their ownership, which carry out construction, urban development and architecture. International, regional and national construction standards of other countries could be used in Ukraine only within framework of international treaties of Ukraine, which are ratified by Ukrainian Parliament.

State Construction Standard "Sport and Physical Rehabilitation Facilities" exists in Ukraine since 2003. And in 2009 it was amended with annex TS "Football Stadiums", which approved by Ministry of Regional Development and Construction of Ukraine in its decrees in 2009 and 2010.

This annex provides categorization of football stadiums into four groups depending on stadium's capacity (1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> and Elite), requirements to evacuation routes, turnstiles, sectors and seats for spectators, CCTV and public announcement system, control room and other premises etc.

5. Law of Ukraine on Particulars of Ensuring of Public Order and Public Security in Connection with Preparation and Holding of Football Matches of 2011.

This Law defines organizational and legal particulars of ensuring of public order and public security in connection with preparation and holding of football matches in Ukraine in accordance with national and international requirements.

The Law established list of security related technical and organizational requirements to football stadiums.

Special attention among organizational requirements should be given to stadium's Security Strategy, which is to be developed for each stadium, approved by its owner and then agreed by him with law enforcement (police and emergency service). This Strategy should be basis for development of Match Security Plan, which is also to be agreed by the stadium's owner with law enforcement.

Law clarifies responsibilities of football match's organizer, stadium's owner, football club, stadium's (football club's) security service, as well as rights and obligations of spectators.

According to the Law, in context of public order and public security, football match's organizer, stadium's owner and football club are responsible for the stadium's territory and its sectors, while police – for stadium's surrounding area, evacuation routes, public places of the settlement, where the match is held, and routes of movement of spectators' organized groups. Police may also ensure public order inside the stadium, if it is required by the match's character or situation during the game.

The Law also says that coordination group should be established by the match's organizer for each game to ensure proper cooperation between all stakeholders involved in organization of football match.

6. Provisions on Organization of Ensuring of Public Order and Public Security at Football Matches, which were approved by decree of Ukrainian Government on April 25<sup>th</sup>, 2012, with ref. 341.

In general, these Provisions reflect Law of 2011.

At the same time, the document provides criteria for risk assessment for certain football match depending on its status, expected number of spectators etc.

Provisions also establish mechanism of deployment of police forces inside stadium during the match with the purpose to react to spectators' illegal behavior inside the stadium and to terminate it, if this could not be done by the stadium's security service.

7. Law of Ukraine on National Police of 2015.

This Law defines legal framework of organization and operation of National Police, its main tasks, powers and duties, police officers' status and order of service.

In particular, Article 23 of the Law says that National Police, according to its tasks, ensures public security and order in streets, squares, parks, stadiums, railway stations, airports, sea and river ports, other public places.

8. Code of Civil Protection of Ukraine of 2012.

This Code defines legal and organizational framework of protection of population, territory, environment and property from emergencies, responding to such situations, functioning of national system of civil protection, as well as corresponding competencies of state and local authorities, Ukrainian citizens, foreign and stateless persons, enterprises, institutions and organizations regardless of ownership.



Article 33 of the Code defines evacuation measures depending on their scale and risk. This should be noted that in case of evacuation from the stadium primarily responsibility for organization of this process is within the object's owner.

### **III. National situation and incidents review**

Current political situation in Ukraine influenced football matches, in particular their attendance, which decreased between 2013 and 2015, with few exceptions only:

Competition	Total attendance (in year)				Average attendance of one game (in year)			
	2013	2014	2015	2016	2013	2014	2015	2016
Premier-league	2,6 M	1,2 M	0,9 M	0,66 M	11 K	7,4 K	4,5 K	4 K
1 <sup>st</sup> league	354,5 K	156,3 K	215 K	206,5 K	1,3 K	0,8 K	0,9 K	0,8 K
2 <sup>nd</sup> league	163 K	67 K	102,8 K	125,2 K	0,5 K	0,4 K	0,6 K	0,5 K
National Cup	249,6 K	239,5 K	261,9 K	149,5 K	5,1 K	5,2 K	4,4 K	2,9 K
UCL-UEL	585,7 K	320,8 K	600,5 K	340,5 K	25,5 K	14,6 K	31,6 K	21,3 K
National team's games	280,2 K	84 K	166,8 K	89,3 K	35 K	28 K	33,4 K	17,9 K

The same trend is being observed with attendance of away football matches by away-teams' supporters.

In 2013 total number of away supporters at Ukrainian stadiums exceed 118 K, in 2014 – decreased in almost 3 times till 41 K, in 2015 – increased in more than 1,5 times and reached almost 70 K, but in 2016 – decreased again in two times till 34 K.

The same could be said in regards of figures of deployed police and stadium's security staff.

Competition	Total number of <b>police staff</b> (in year)				Average number of <b>police staff</b> for one game (in year)			
	2013	2014	2015	2016	2013	2014	2015	2016
Premier-league	117,4 K	52,8 K	50,2 K	31,3 K	0,5 K	0,3 K	0,3 K	0,2 K
1 <sup>st</sup> league	15,1 K	9,5 K	13 K	9,5 K	0,1 K	0,04 K	0,1 K	0,04 K
2 <sup>nd</sup> league	8,7 K	4,1 K	3,6 K	4,5 K	0,1 K	0,02 K	0,02 K	0,02 K
National Cup	13 K	10,4 K	11,5 K	4,9 K	0,3 K	0,2 K	0,2 K	0,1 K
UCL-UEL	22,5 K	13,7 K	24 K	14 K	1 K	0,6 K	1,1 K	0,9 K
National team's games	5,3 K	2 K	5,5 K	4,5 K	0,7 K	0,7 K	1,1 K	0,9 K

Competition	Total number of <b>stadium's security staff</b> , including stewards (in year)				Average number of <b>stadium's security staff</b> , including stewards, for one game (in year)			
	2013	2014	2015	2016	2013	2014	2015	2016
Premier-league	40 K	30,6 K	24 K	18,5 K	0,2 K	0,2 K	0,1 K	0,1 K
1 <sup>st</sup> league	5,2 K	4,9 K	5,6 K	5,3 K	0,02 K	0,02 K	0,02 K	0,02 K
2 <sup>nd</sup> league	2,3 K	2,6 K	2,1 K	2,8 K	0,01 K	0,02 K	0,01 K	0,01 K
National Cup	2,2 K	4,2 K	4,9 K	3,2 K	0,04 K	0,1 K	0,1 K	0,06 K
UCL-UEL	7,2 K	7 K	7,9 K	6,4 K	0,3 K	0,3 K	0,4 K	0,4 K
National team's games	2,6 K	1,4 K	2,5 K	0,9 K	0,3 K	0,5 K	0,5 K	0,2 K

Once again, because of political situation in Ukraine all local supporters' groups declared truce between themselves. This could be confirmed by low number of football matches, where incidents were reported to police (2013 – 5,6 %, 2014 – 3,3 %, 2015 – 2%, 2016 – 4%).

Truce between Ukrainian supporters prevented conflicts and fights between different groups of them. At the same time, this did not prevent aggression towards foreign supporters, as well as other incidents as misbehavior itself.

**Aggression towards foreign supporters** took place both in public places and inside stadiums.

The most serious incidents in public places occurred in connection with:

1. UEL match between "Dnipro" (Dnipropetrovsk, Ukraine) and "Saint-Etienne" (Saint-Etienne, France), which took place in Kiev on December 11<sup>th</sup>, 2014.

On the match day's evening in Kiev's city center group of local supporters attacked French fans, 12 of which, as result of attack, were injured. 23 locals were arrested by police.

2. UEL match between "Zoria" (Luhansk, Ukraine) and "Legia" (Warsaw, Poland), which took place in Kiev on August 20<sup>th</sup>, 2015.

The day before the game (on August 19<sup>th</sup>) in the evening in Lviv's city center group of five Polish supporters, who were travelling to Kiev for the game, were attacked by 10 locals for the reason that Polish supporters, probably, shouted slogan "Lviv is Polish city".

The same day in the evening in Kiev in recreation park "Hydropark" was a group fight between Ukrainian and Polish supporters with their total number about 100 persons. Analysis of video from open sources confirmed pre-planned character of the fight (Ukrainian supporters in dark T-shirts, Polish – in light ones).

On the match day (August 20<sup>th</sup>) in Kiev's city center long lasting clashes between Ukrainian and Polish supporters (there were up to 200 Legia's fans) took place. Three Polish nationals were injured during these clashes. 80 locals were arrested by police during localization of clashes, one police officer was injured.

3. UCL match between "Shakhtar" (Donetsk, Ukraine) and "Malmo" (Malmo, Sweden), which took place in Lviv on November 3<sup>rd</sup>, 2015.

On the match day's (November 3<sup>rd</sup>) evening in Lviv's city center group of 50 local supporters attacked Swedish fans close to the pub (up to 200 foreigners inside), which was assigned as ticket collection point for away team. One Swedish fan was injured during the incident.

4. UEL match between "Zoria" (Luhansk, Ukraine) and "Fenerbahce" (Istanbul, Turkey), which took place in Odessa on September 15<sup>th</sup>, 2016.

On the match day's (September 15<sup>th</sup>) evening in Odessa's city center different groups of local supporters attacked Turkish fans, which were in restaurants. Nine Turkish supporters were injured during these incidents. 13 locals were arrested by police.

5. UCL match between "Dynamo" (Kiev, Ukraine) and "Besiktas" (Istanbul, Turkey), which took place in Kiev on December 6<sup>th</sup>, 2016.

The day before the game (December 5<sup>th</sup>) in the evening in different parts of Kiev's city center different groups of local supporters attacked Turkish fans, which stayed in public places. 11 Turkish supporters were injured during these incidents.

On the match day (December 6<sup>th</sup>) one group of Turkish supporters was attacked by locals in Kiev's city center, what resulted injury of one Turkish national.

In the evening of the same day local supporters several times tried to attack group of about 500 Turkish fans during their walk with police escort from Kiev's city center to the stadium. These attempts were not successful because of police escort.

There was another attempt of locals to attack Turkish supporters this evening, but away fans escaped and then were also escorted by police to the stadium.

The most serious incidents inside stadiums occurred in connection with:

1. UEL match between "Dynamo" (Kiev, Ukraine) and "Guingamp" (Guingamp, France), which took place in Kiev on February 26<sup>th</sup>, 2015.

During the match group of about 60 local supporters invaded to playing area of the Olympic stadium with intention to rip banners of away team's supporters from their sector and to provoke fight with them. Stadium's securities and stewards prevented the conflict, one attacker was arrested. Foreign supporters were accompanied by police outside the stadium.

2. UEL match between "Zoria" (Luhansk, Ukraine) and "Legia" (Warsaw, Poland), which took place in Kiev on August 20<sup>th</sup>, 2015.

During the match local supporters massively used pyrotechnics and throw them, as well as bottles, stones and other items, to the sector of away team's supporters. Polish supporters responded correspondingly. Opposing supporters were separated by police forces to prevent further escalation of the conflict.

3. UCL match between "Dynamo" (Kiev, Ukraine) and "Chelsea" (London, England), which took place in Kiev on October 20<sup>th</sup>, 2015.

During the match there was clash between supporters in home area of the Olympic stadium. Some spectators of African origin, who stayed in home area, were attacked during this clash. One of them, student of local university from Congo, was injured during this clash.

**Other incidents as misbehavior itself** also took place both in public places and inside stadiums.

The most serious incidents in public places occurred in connection with:

1. Ukrainian Premier-league match between "Chornomorets" (Odessa, Ukraine) and "Metalist" (Kharkiv, Ukraine), which took place in Odessa on May 2<sup>nd</sup>, 2014.

On the match day supporters of both teams, who meet together for pre-match walk, were attacked by group of pro-Russian protesters. Further this clash turned into mass disorder with participation of large number of pro-Ukrainian and pro-Russian activists. 48 persons were killed (died) and about 250 injured during disorder.

2. UEL match between "Dnipro" (Dnipropetrovsk, Ukraine) and "Napoli" (Napoli, Italy), which took place in Kiev on may 14<sup>th</sup>, 2015.

On the match day's evening at the Olympic stadium's surrounding territory group of about 70 local supporters launched pyrotechnics towards building and unreasonably clung to passers. 19 persons were arrested by police.

The most serious incidents inside stadiums occurred in connection with:

1. UEL match between "Dnipro" (Dnipropetrovsk, Ukraine) and "Napoli" (Napoli, Italy), which took place in Kiev on May 14<sup>th</sup>, 2015.

At the end of the match about 4 thousands of local supporters invaded into playing area of the Olympic stadium as celebration of qualification of "Dnipro" to the Europa League final.

2. National Cup final match between "Dynamo" (Kiev, Ukraine) and "Shakhtar" (Donetsk, Ukraine), which took place in Kiev on June 6<sup>th</sup>, 2015.

At the end of the match about 5 thousands of local supporters invaded into playing area of the Olympic stadium as celebration of winning the National Cup by "Dynamo". Gates, pitch, treadmills and billboards were damaged during this invasion. Police forces were deployed to playing area for separation of away team's supporters, while stadium's securities and stewards brought local supporters from playing area.

3. National Cup match between "Mykolayiv" (Mykolayiv, Ukraine) and "Metalist" (Kharkiv, Ukraine), which took place in Mykolayiv on August 22<sup>nd</sup>, 2015.

During the match away team's supporters massively used pyrotechnics at Central city stadium, and this caused inflammation of seats in their sector. Police forces were deployed to the sector for determination of misbehavior of these supporters. 21 persons were arrested, three police officers – injured.

#### **IV. Advice requested**

National Police of Ukraine requests following advices from T-RV experts team:

1. Improvement of information management in the field of safety and security at football matches (nationally and internationally, within police and on public-private level).
2. Improvement of police organizational structure for purposes of safety and security at football matches.
3. Improvement of planning of police operations for football matches, including deployment of police forces inside stadiums, and of management of police forces during operations to ensure their proportional deployment.
4. Improvement of police spotters' work, prevention and cooperation of police with supporters.
5. Improvement of legislation for safety and security at football matches, in particular introduction of stadium ban's system.

**Prevention Department  
National Police of Ukraine**

# **PART 2**

**Report by the visiting team**

**Kiev, 9-10 October 2017**

## **Section A            Executive Summary**

As a result of discussions between representatives of the Standing Committee on Spectator Violence and the Ukrainian T-RV delegation, it was agreed that the Standing Committee would task a delegation of European experts, including the representatives of UEFA, Supporters Direct Europe (SD Europe) and Football Supporters Europe (FSE), to undertake a consultative visit and propose recommendations in respect of the safety, security and service arrangements in connection with football events held in Ukraine.

The purpose of the visit was to provide advice and support to Ukraine regarding the:

1. Improvement of information management in the field of safety and security at football matches (nationally and internationally, within police and on public-private level).
2. Improvement of police organisational structure for purposes of safety and security at football matches.
3. Improvement of planning of police operations for football matches, including deployment of police forces inside stadiums, and of management of police forces during operations to ensure their proportional deployment.
4. Improvement of police spotters' work, prevention and cooperation of police with supporters.
5. Improvement of legislation for safety and security at football matches, in particular introduction of stadium ban's system.

A visit was duly organised for 9-10 of October 2017. This report and its recommendation report the outcome of that visit. For ease of reference, the term "football events" is used throughout the report. However, the delegation's observations and findings can also be applied to other major and international sports falling within the scope of the Convention.

Section C of the report compares the current safety, security and service arrangements in connection with football events played in Ukraine with the core principles and outcomes enshrined in each of the policy articles contained in the Convention. Full account is also taken of the established good practices on safety, security and service contained in Standing Committee Recommendation Rec (2015)1.

The delegation would like to thank the organisers of the visit for ensuring that the delegation was able to meet with, inter alia, high level representatives of the Ministry of Internal Affairs, Ministry of Youth and Sport, Football Federation of Ukraine, Ukrainian Premier League, along with a number of key practitioners, including club security officers and fan representatives. The meetings were supplemented by visits to the NSC "Olympiyskyi" stadium in Kiev and observation of the stadium safety and security arrangements and policing operations in connection with the World Cup 2018 Qualifying match Ukraine versus Croatia.

The report stresses that the aim of the visit was not to criticise, but rather to support the authorities and other relevant stakeholders in Ukraine to develop and implement a strategy designed to demonstrate compliance with the CETS No. 218 Convention and provide a safe, secure and welcoming environment at football matches and other sports events.

To assist this process, the report is presented in a thematic structure that reflects the Articles of the Convention on an integrated approach at football matches and other sports events and provides an assessment of the action necessary to assist the authorities in Ukraine to adopt and implement policies and practices that are consistent with the intent of its Articles.

The main conclusion set out in the report is that, if the authorities and partner agencies are able to demonstrate compliance with the new Council of Europe Convention CETS No.218 and associated good practice., A fundamental review of the current safety, security and service arrangements at football events in Ukraine, and the introduction of a new legal framework will be required. This conclusion is reflected throughout the report and its 29 recommendations. These recommendations are set out in the form of a draft action plan which highlights, inter alia, the need for:

- setting up a government-led national multi-agency co-ordination group;
- implementing an integrated and comprehensive multi-agency strategy;
- adopting a new legislative framework;
- improved stadium safety certification and stadium safety management operating arrangements;
- an obligation for all stadia hosting professional football matches to have a designated, trained and assessed as competent stadium safety officer, tasked with responsibility for all in-stadia safety and security;
- more effective arrangements for ensuring that all stadium safety and security personnel, and supporter liaison officers, are trained and assessed as competent to undertake their various tasks;
- a review of policing football operations to ensure that strategic and tactical decisions reflect established European good practice (including the review of tasks and responsibilities of the NFIP); and
- implementing an effective inclusion and, importantly, exclusion (banning orders) system.

The delegation fully recognises that the recommendations contained in this report represent a significant number of work streams and that it will take time to define, adopt and implement the necessary actions.

The delegation would therefore like to stress that the Standing Committee is wholly committed to provide the governmental and football authorities, and other competent agencies, in Ukraine with further support to meet the challenges that lie ahead (including technical assistance and expertise), recalling the list of training and other technical assistance tools that the Council of Europe and its partners can deliver (Cf. Section D.3 of this report, on the tools currently available at the European-wide level).

The delegation acknowledges the legacy achieved by Ukraine through the UEFA European Championship (UEFA EURO 2012), in the different areas of safety, security and service. Across recent years, the country has gone through crucial political moments, meaning serious conflict situation and

political instability. Consequently, it was not easy to preserve and enhance these standards developed for UEFA EURO 2012.

On the other hand, the Standing Committee will welcome periodic feedback on the progress made by the authorities in Ukraine concerning implementation of the recommendations in this report.

In conclusion, the delegation would like to put on record its gratitude for the willingness of all parties met during the visit to engage in open discussion and welcomes the commitment expressed to share experiences and expertise with their European counterparts.

The delegation would like to thank all of the colleagues in Ukraine for their hospitality and much appreciated help and support throughout the visit.

Last but not the least, the delegation would like to stress that this consultative visit was an excellent opportunity to consolidate the strategic partnership between the Council of Europe and its pan-European key partners, namely UEFA and the European supporters associations (FSE and SD Europe).

The fact that these partners take part in such monitoring activities of the Council of Europe, not only sends to the hosting countries a message of the importance of a multi-agency public-private integrated approach among these stakeholders at the pan-European level around common standards but also increases legitimacy and improves quality and coherence of their deliveries to support the country meeting those standards in the follow-up.

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## **Section B Visit Background and Explanation**

### **B.1 Structure of Report**

In addition to the executive summary (Part 2, Section A), this report comprises four sections and four appendices, which together provide the main observations and recommendations of the consultative visit (hereafter described as the “visit”) undertaken in October 2017 by a delegation of the Council of Europe Standing Committee on Spectator Violence (hereafter described as the “delegation”).

The Section B in Part 2 provides essential background to, and an explanation of, the visit and its purpose, while Section D summarises the report’s key conclusions in a draft action plan designed to assist, and to be completed and updated by, the authorities in Ukraine and sent subsequently to the secretariat of the Standing Committee on an annual basis, as well as gives a new list of technical assistance tools that are available at the European-wide level and from which the hosting country can benefit when implementing the action plan. This Action plan highlights the 29 recommendations, each of them allocated with a priority status of "essential", "important" or "desirable". This terminology is used to indicate the relevance of each action in demonstrating compliance with the 2016 Council of Europe Convention on an integrated approach at football matches and other sports events (hereafter described as the “Convention”) and established European good practices. In reality, timescales are inevitably influenced by a number of factors, not least of which is the need to establish enabling legislative provisions.

The main body of the report is provided in Part 2, Section C which outlines the intent of each Article of the Convention and provides recommendations on measures that Ukraine can apply in order to demonstrate compliance with the principles and outcomes enshrined in the Convention.

The recommendations also take account of the good practices on safety, security and service set out in the Recommendation Rec (2015)1 of the Council of Europe Standing Committee on the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (hereafter described as the “Standing Committee”) and other complementary European good practices.

The report is augmented by a number of appendices, including a stadium safety and security inspection, undertaken by a UEFA stadium safety expert, in connection with the Ukraine vs. Croatia football match played at the NSC "Olympiyskyi" stadium in Kiev; and the observations of SD Europe on increasing the potential value of Supporter Liaison Officers (SLOs) in reducing risk levels through more effective communication with supporters.

For ease of reference, the term “football” events is used throughout the report, however, where appropriate, the delegation’s observations and findings can also be applied to other major national and international sports events designated by the Ukrainian authorities as falling within the scope of the Convention.

The delegation would like to stress that this consultative visit was an excellent opportunity to consolidate the strategic partnership between the Council of Europe and its pan-European key partners, notably UEFA and European supporters associations (FSE and SD Europe).

The fact that these partners take part in these monitoring activities of the Council of Europe not only sends to the hosting countries a message of the importance of a multi-agency public-private integrated approach between these stakeholders at the pan-European level around common standards but also increases legitimacy and improves the quality and coherence of their deliveries so as to support the country to meet those standards in the follow-up.

We must also acknowledge the particular support of UEFA by providing a safety expert to this visit, whose specific findings enriched this visit report.

## **B.2 Purpose of the Visit**

The new Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218) was opened for signature in Paris during the European Football Championships in July 2016. Ukraine was one of the first States to become a signatory of the new Convention and, in so doing, demonstrated a commitment to ratify and implement its Articles and, prior to ratification, to act in a way that is consistent with, and does not undermine, the core principles and outcomes set out in its eleven policy Articles. Ukraine followed this up with a request that the Standing Committee of the Council of Europe would undertake the consultative visit featured in this report. The main aims of the visit, foreseen by the Ukrainian authorities, were:

1. Improvement of information management in the field of safety and security at football matches (nationally and internationally, within police and on public-private level).
2. Improvement of police organizational structure for purposes of safety and security at football matches.
3. Improvement of planning of police operations for football matches, including deployment of police forces inside stadiums, and of management of police forces during operations to ensure their proportional deployment.
4. Improvement of police spotters' work, prevention and cooperation of police with supporters.
5. Improvement of legislation for safety and security at football matches, in particular introduction of stadium ban's system.

Having in mind the fact that the Champions League final 2017/2018 will be hosted by NSC "Olympiyskyi" Kiev stadium on 26 May 2018 and that the Women's Champions League final will also be played in Ukraine for the first time, at Valeriy Lobanovskiy Dynamo Stadium on 24 May 2018, one of the visit's aims was to assess the status of preparations of the Ukrainian authorities in connection with these major sport events.

Since the opening for signature of the new Convention (CETS No. 218), the Standing Committee decided to base its visits on the core articles of this new Convention (Articles 1 to Article 11), to help the visiting countries to prepare their ratification and future implementation, even if they have yet to sign or ratify it.

The delegation was aware from the outset that during such a short visit it would not be possible to conduct an in-depth assessment of every aspect of the safety and security arrangements in connection with football events in Ukraine.

It was also conscious that the delegation did not have access to an English language version of the Law of Ukraine on Particulars of Ensuring of Public Order and Public Security in Connection with Preparation and Holding of Football Matches of 2011 and 341/2012, the primary legislation on safety and security in connection with sports events, or legal draft proposals that may be incorporated in the legislation in the near future.

Unfortunately this fact prevented the delegation from providing a detailed evaluation of the current and proposed legal framework governing safety and security at sports events.

The delegation also recognises that, during the visit, some questions or remarks might have been misinterpreted. However, the delegation can only comment on what it was told and on the field observations, which may or may not be fully indicative of the wider situation in Ukraine.

In submitting this report, the delegation wishes to stress that its purpose is not to criticise, but to support the authorities and other relevant stakeholders in Ukraine through the provision of external and expert observation in respect of football safety and security.

This is important as safety and security arrangements are and must remain the preserve of each national State. This report and any subsequent advice are not intended to undermine that core principle.

Moreover, the delegation fully acknowledges the wide variations in the constitutional, judicial, policing, cultural, and historical circumstances, and the equally varied character and severity of football-related incidents and risks, which exist among and within each national State. This precludes universal application of definitive models of good practice. The reality is that the wide range of established good practices set out in Standing Committee Recommendation Rec (2015)1 invariably needs to be customised to meet national imperatives and circumstances.

### **B.3 Visit Itinerary**

Despite the fact the duration of the visit was short and focused exclusively on Kiev, the visit organisers in Ukraine were able to provide an intensive and meaningful itinerary comprising a series of meetings with high level representatives of the Ministry of Internal Affairs, Ministry of Youth and Sport of Ukraine, Football Federation of Ukraine, Ukrainian Premier League, along with a number of key practitioners, including club security officers, and supporter representatives. The meetings were supplemented by a visit to the NSC "Olympiyskyi" stadium and observation of stadium safety and security arrangements and policing operations in connection with the match Ukraine vs.Croatia, WC 2018 Qualifiers.

### **B.4 Standing Committee Delegation**

The delegation was composed of:

- Mr. Christoph LIPP, Chair of the Standing Committee, Ministry of Interior, Germany and Head of the delegation;
- Mr. Adrian DINCA, Vice Chair of the Standing Committee, NFIP Romania and rapporteur for this visit;
- Mr. Rodrigo CAVALEIRO, member of the Bureau of the Standing Committee, NFIP Portugal;
- Ms. Isabel THOREN, member of the Bureau of the Standing Committee, Swedish Police Authority, Sweden;
- Mr. Mark TIMMER, UEFA Stadium and Security;
- Mr. Ben VEENBRINK, UEFA consultant;
- Mr. Stuart DYKES, Supporters Direct Europe;
- Mr Ronan EVAIN, Football Supporters Europe;
- Mr. Sergey KHRYCHIKOV, Head of the Sport Conventions Division, Council of Europe;
- Ms. Marie-Françoise GLATZ, Secretariat of the Standing Committee, Sport Conventions Division, Council of Europe;

### **B.5 Supporting Documentation**

To assist the visit, the Ukrainian authorities provided a National Report containing a range of important background information. This proved to be of assistance prior to and during the visit, not least in terms of outlining the legislative, regulatory, strategic and operational framework governing the safety, security and service arrangements in connection with football events in Ukraine.

Unfortunately, the request of the Council of Europe delegation addressed to the Ukrainian authorities to provide an English version of the risk assessment for the match Ukraine vs. Croatia was not met by the time of drafting this report. Nevertheless, one of the members of the delegation (Mrs Isabel Thoren), who is a part of the EU Advisory Mission in Ukraine (EUMM) provided the English version of the Methodological Recommendations on Organising Protection of Public Security and Order during Football Matches issued on 23 August by the National Police of Ukraine.

This was also extremely helpful, though it is recognised that the English translations may not always accurately reflect the aim and content of the original (Ukrainian language) versions.

## **B.6 Status of Report**

As previously mentioned, the delegation would like to repeat the reassurance offered at every opportunity during the visit that the aim of this report is to support and assist the Ukrainian authorities in providing a safe, secure and welcoming environment at football matches generally.

All States that sign, and subsequently ratify, the Convention are obliged to ensure that their legal and operating arrangements comply with the content of the Convention's policy Articles. To assist States achieve this obligation, and in recognition of the diversity of national imperatives and circumstances, the Articles are largely focused on key principles and outcomes.

To support States to adopt, and demonstrate compliance with, each Article, the Standing Committee has adopted a consolidated Recommendation Rec (2015)1 which provides a wide array of established good practices on designing and delivering an integrated approach to safety, security and service in connection with football events, along with supplementary and detailed annexes on each of the three pillars.

This report therefore, focuses on the extent to which the current legal and operating arrangements in Ukraine are in compliance with the content of both the Convention and the Standing Committee Recommendation.

In conclusion, this report should be seen as an ongoing commitment on the part of the Standing Committee to provide, on request, further advice and support in respect of all aspects of this report and its Recommendations and also to provide solutions for the adoption of the integrated approach model in Ukraine.

## **Section C Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events - Compliance with Policy Articles**

### **Article 1 - Scope of the Convention**

Intent: The aim of Article 1 is for each State which ratifies the new Convention (hereafter described as "States") to designate the football and (where appropriate) other sports events covered by its Articles, preferably within its legislative or regulatory framework,

Compliance: To demonstrate compliance, the Ukrainian authorities should make clear in law that all professional football matches held in Ukraine are subject to the Articles of the Convention.

In so doing, the responsible authorities should also determine which category or type of other sports events, if any, fall within the scope of the Convention.

Various options are available for this. For example, it could be a sports event held in a stadium or other venue with a designated maximum attendance; or it could be on the basis of safety or security risk assessment criteria; or it could be any sports event in which one or more of the teams involved are associated with or named after a professional football club. Whatever option is pursued, legal provision should provide clarity on the sports events concerned.

During the visit, no mention was made regarding other sports than football being subject of special legal national provisions, the emphasis being put almost exclusively on football matches. A confirmation of this view comes also from the title of the main legal provision in Ukraine in this field (Law of Ukraine on Particulars of Ensuring of Public Order and Public Security in Connection with Preparation and Holding of Football Matches of 2011), which refers only to football.

**Recommendation 1: New legal framework should specify that all professional football matches played in Ukraine and other sports events, if any, are subject to the Articles of the Convention.**  
[status: desirable]

### **Article 2 - Aims of Convention**

Intent: Articles 2a and 2b oblige States to adopt, apply, and promote awareness of the need for an integrated, multi-agency and balanced approach to safety and security operations inside and outside of stadia. Article 2c requires that, in so doing, States should take full account of the established good practices set out in the Standing Committee Recommendation Rec (2015)1.

Compliance: During the visit, the delegation was not able to observe an integrated, multi-agency and balanced approach to safety and security operations inside and outside of stadia. There is a clear focus on security, and that is very visible starting from the extremely high level of police deployment (both inside and outside the stadium), the tasks of the stewards and the safety officer and the lack of clear

coordination and division of responsibilities among the main stakeholders.

Nevertheless, in the bilateral meetings that the consultative team had with the Ukrainian authorities, some examples were provided to show effective multi-agency approach lead to solve identified problems in certain sports events in the past (i.e. coordination between the national police, local authorities and private stakeholders like Kiev's transport companies), but this is not done in a structured way, in accordance with a clear and comprehensive procedural and legislative framework.

Again, a clear strategy drafted under a new legal framework will help the development of sound coordination activities and enhance understanding of roles and responsibilities, incorporating the established good practices contained on the Recommendation Rec (2015)1 from the Standing Committee.

**Recommendation 2: The new legal framework should include a generic commitment to delivering an integrated multi-agency approach to safety, security and service in connection with football related events (inside and outside of stadia and irrespective of the timing and location).**  
[status: desirable]

### **Article 3 – Definition of Terminology used in the Convention**

Intent: The aim of Article 3 is to encourage European-wide usage of established safety and security terminology.

Compliance: The terminology used across Europe to describe safety and security functions and personnel varies widely and is often subject to national circumstances and linguistic barriers.

Whilst harmonisation of such terminology is desirable and would assist international co-operation and communication, it is the outcome and effectiveness of the measures applied which is most important. It would be prudent to adopt Council of Europe terminology in Ukraine and for the legal framework and strategy to incorporate the definitions set out in the Article.

**Recommendation 3: The new legal framework should incorporate the definitions set out in Article 3 of the Convention** [status: desirable]

### **Article 4 – Domestic Co-ordination Arrangements**

Intent: The aim of Articles 4 (1-4) is to oblige States to establish national and local multi-agency safety and security co-ordination arrangements to ensure the development and nationwide application of a comprehensive and integrated strategy. Article 4.5 requires States to undertake a comprehensive legislative review aimed at ensuring legal clarity in respect of the roles and responsibilities of public and private agencies engaged in making football events safe and secure.

Compliance: The expectation is that national co-ordination will be government-led, while responsibility for local co-ordination will be vested in a designated municipal or regional authority.

## **National Co-ordination**

At a national level, the consultative team gathered no evidence on the existence of a leading coordination group to set up and implement the national strategy as well as coordinating the involvement and actions of the major national stakeholders participating in such strategy (the national report from the Ukrainian authorities does not mention such a coordination group). Whilst there are some examples of direct cooperation at national level between some specific stakeholders to address specific problems, these initiatives do not appear to be driven by a common national strategy.

It was possible to understand that even if the police and the national football association work closely for some matches, on a strategic level there is a lack of involvement of other governmental agencies. For instance, an essential part of any national strategy is building an effective exclusion strategy targeted at known risk fans, in parallel with the empowerment of the non-risk supporters and promotion of the pillar “service”. However, the delegation saw no evidence of the involvement of the governmental agencies and judicial authorities being engaged in the development of such an exclusion strategy. Moreover, the focus appeared to be pretty much on security measures intended to reassure the public authorities that existing problems were being addressed, rather than on implementing a balanced and integrated strategy to intervene over the roots of such problems.

It is for the Government of Ukraine to determine which Ministry will play the lead role in co-ordinating the development and application of an integrated, multi-agency approach and associated national strategy. There is a common practice at the European level that the Ministry of Interior take the lead on these matters, as safety and security issues fall predominantly on that Ministry.

No stand alone governmental agency or structure can tackle in isolation football security challenges or make football events safe and welcoming for all participants and spectators. It is important, therefore, for the national co-ordination structure, remit and operating arrangements to be multi-agency in character. It is equally imperative for the national co-ordination group to comprise expert and influential representatives of all relevant governmental departments (Interior, Justice, Sport, etc.) and public and private (i.e. football) agencies, along with other stakeholders, including supporter representatives, as appropriate or necessary.

**Recommendation 4: The Ukrainian authorities should establish and lead a national co-ordination group, comprising expert and governmental decision makers, public and private (i.e. football) agencies and others as appropriate or necessary, tasked to develop and deliver an integrated multi-agency approach to safety, security and service in connection with football events.** [status: essential]

**Recommendation 5: The national co-ordination group should draft and agree a national multi-agency strategy document setting out the key components of a [new] integrated approach to safety, security and service.** [status: essential]



## Local Co-ordination

Furthermore, the national co-ordination group should consider designating a local or regional public authority with responsibility for establishing a multi-agency co-ordination group tasked to a) co-ordinate and oversee multi-agency preparations for football events held in their locality and b) ensure that the principles and content of the national strategy is adopted and applied. The aim is to ensure a consistent approach in respect of all professional football events played in Ukraine.

It will be for the national co-ordination group to determine the structure, role, membership and *modus operandi* of the local co-ordination process.

**Recommendation 6: The national co-ordination group should i) designate a municipal or regional authority to establish a local multi-agency group tasked to oversee and co-ordinate preparations for football events held in their locality and ii) provide guidance on the structure, role and membership of such groups, taking into account established European good practice.**  
[status: desirable]

## Review of Legal and Regulatory Framework

Consequently, a next step will be to adopt a new legal and regulatory framework, in order to comply with the provisions of Article 4. An essential element of this policy article centres on the need for the national co-ordination group to undertake a review of the current legal framework in order to identify the amendments necessary to ensure that its provisions:

- comply with the new Convention and the safety, security and service good practices contained in the Council of Europe Standing Committee Recommendation Rec (2015)1;
- facilitate and empower delivery of all aspects of the Convention and associated national integrated multi-agency strategy; and
- provide clarity of the roles and responsibilities of all public and private personnel engaged in football operations (inside and outside of stadia).

It is anticipated that a significant number of legal changes will be required to demonstrate compliance with the Convention and to deliver an effective integrated multi-agency strategy, notably in respect of stadium safety management and exclusion arrangements.

With regard to that and taking into consideration the difficulties of drafting and implementing this kind of legislation, the Council of Europe Standing Committee would like to stress its full comittement to providing assistance to the Ukrainian authorities in this matter.

**Recommendation 7: The national co-ordination group should review the current legal framework, and identify the legal amendments necessary to ensure that it:**

- **complies with the new Convention and the safety, security and service good practices contained in Council of Europe Standing Committee Recommendation Rec (2015)1;**

- **facilitates and empowers delivery of all aspects of the national integrated multi-agency strategy;**
- **provides clarity of roles and responsibilities of all public and private personnel engaged in football operations (inside and outside of stadia); and**
- **represents a balanced approach to safety, security and service.** [status: essential]

## **Article 5 - Safety, Security and Service in Stadia**

Article 5 is the most demanding and explicit component of the Convention. Current compliance with each element is therefore considered separately below. However, the primary purpose of the Article is to oblige States to ensure that the measures necessary are in place for achieving the ultimate goal of providing a safe, secure and welcoming environment within football stadia.

### **General Observations**

The delegation had the opportunity to observe the last qualifier match for the FIFA World Championship 2018 in Russia, Ukraine vs. Croatia. Of course, a one-off event evaluation can only provide a short glimpse of the current situation. For the NSC "Olympiyskyi" stadium the remarks on the stadium safety and security and service are based on the contents of Annex B and its technical report.

Following the delegation's observations at the above mentioned football match, it can be stated that the focus in Ukraine is oriented on security measures designed to deal with existing problems, rather than implementing a balanced and integrated strategy in order to tackle the causes of the problem. It was not clear for the delegation if the heavy deployment of police forces in connection with this match (*approximately 5 000 police officers*) was the result of a proper risk assessment, but this undoubtedly impacted on the spectators' experience and is contrary to the welcoming environment associated with the adoption of an integrated approach.

It wasn't clear to the delegation if there is in place a defined protocol that establishes the specific responsibilities and roles of the stadium operators / security staff and roles of the police, stating when, and in what circumstances, the police should take control of stadium operations. An example of this ambiguity was the evacuation of the Croatian fans at the match observed by the delegation, during the second half of the match, for using pyrotechnical devices. No clear indication of the person who made the decision to evacuate the away fans was made by the Ukrainian authorities and furthermore no reason was provided in order to justify the entire group evacuation rather than adopt a targeted approach in order to exclude only the persons who misbehaved. The identification of the offenders would have been facilitated by the Croatian police officers (spotters) present in the away sector in order to provide operational support to the local police.

The delegation included an experienced and expert stadium safety consultant who undertook an inspection of the match day stadium safety operation and the physical and technical condition of the stadium. The inspection report is provided at Appendix B of the report. The content is disturbing, due

to the fact that important principles of safety management were not met during the match in Kiev (fences used inside the stadium which blocked the evacuation gates and evacuation gates remaining locked during the match). It is strongly recommended that the inspection report findings are taken into account by the national co-ordination group as part of the report's recommendations on stadium safety and security and supporter liaison. The findings are also reflected in the following stadium safety related recommendations in which the focus is primarily on the need for arrangements which should significantly improve in-stadia safety management arrangements.

**Recommendation 8: The national co-ordination group should make provision ensuring that the in-stadia role of the police and other public authorities is clear, both in law and operating arrangements, and widely understood by all safety and security practitioners.** [status: essential]

### Article 5.1

Intent: The aim of Art. 5.1 is to oblige each State to ensure that the national legal framework provides clarity on the role of the event organizer in terms of working in partnership with the public authorities in making the stadium experience safe, secure and welcoming.

### Compliance:

A more detailed check of the legal framework was not possible in advance. There are regulations for Construction Standards and Preparations of Sport Facilities quoted in the National Report as well as Provisions on the organization of ensuring public order and public security at football matches, but these couldn't be followed in detail.

During the security meeting in the morning of the matchday and during the match it became apparent to the delegation that there is a lack of integrated command and control and coordination between various public and private agencies.

### **Role of the organiser**

In regard of sport events, the Law of Ukraine on physical culture and sports of 1993 reveals in its Art. 48 the obligation for the organizers to ensure safe conditions for visitors and users as well as to take appropriate security measures in accordance with the rules approved by the Government. This regulation seems to be an abstract tool and the implementation of his provisions is made in an ad-hoc basis, without a coordination and balance between the relevant stakeholders.

### **Independent Stadium Safety Authority**

Intent: Articles 5.2 and 5.3 of the Convention place an obligation on States to ensure the effectiveness of stadium safety arrangements (stadium safety certification in particular) by ensuring that national standards in respect of stadium design, infrastructure and associated safety management arrangements are in place, applied, monitored and enforced by the competent public authorities.

Compliance: The national co-ordination group should review the current arrangements and consider the options of establishing an independent public authority ("Stadium Safety Authority") to develop stadium safety standards (covering physical infrastructure, technical equipment and, importantly,

safety management arrangements), monitor application of these standards, and assess their effectiveness.

This objective would not be achieved in a short time given the need to: establish the independent public body in law; make legal provision for empowering its role and functions; identify, train and equip a team of experts to undertake their designated functions; determine roles, responsibilities and operating arrangements, etc. Once established, the independent body should be well placed to monitor performance and provide expert instruction on the improvements necessary to the safety management arrangements in each stadium. If it is decided to pursue this option, it would be prudent to seek advice and assistance from the Council of Europe.

**Recommendation 9: The national co-ordination group should consider establishing an independent public authority tasked to: develop stadium safety standards, covering physical infrastructure, technical equipment and safety management arrangements; monitor application; assess effectiveness; and issue stadium safety certificates.** [status: important]

### **Stadium Safety Certification**

Intent: Article 5(2) of the Convention, in particular, highlights the importance of each State having in place effective stadium safety certification arrangements.

Compliance: This is a very important requirement. Irrespective of the age or physical infrastructure of a stadium, effective safety management arrangements should still be able to provide a safe environment for all visitors. The importance of the stadium safety certificate is that it provides a blueprint for how this can be achieved. On the basis of discussions and observations during the visit, the delegation is not convinced that this core objective is being achieved.

The national co-ordination group should therefore review the current stadium safety certification arrangements and consider the need for, and merits of, refining the law to require all football stadia hosting professional football matches in Ukraine to be in possession of a stadium safety certificate issued by the proposed independent public body (“Stadium Safety Authority”).

Effective stadium safety certification should be a pre-requisite to a stadium receiving a license to host a professional football match. The key issue is possession of a safety certificate, not whether the safety certificate is sought by and issued to a stadium owner, stadium operator, resident club or event organiser.

Again, enacting this important development would require the personnel of the proposed independent public body to be empowered in law, equipped, trained and assessed as being competent to undertake their stadium safety certificate functions effectively.

**Recommendation 10: The national co-ordination group should make provision for the (proposed) independent public "stadium safety authority" to issue stadium safety certificates and monitor compliance with its conditions.** [status: important]

## Stadium Safety Officers

Intent: Article 5(6) of the Convention requires each State to ensure that stadium safety and security personnel are trained and equipped to undertake all of their activities effectively.

Compliance: This is a key person who should be competent, trained and responsible for the safety management issues. It was not clear for the delegation during the match which safety officer was in charge (the stadium safety officer or the one from the FA) and if the safety officer designated had responsibility for all in stadia safety and security arrangements.

The role of the stadium safety officer is absolutely crucial to making football stadia safe, secure and welcoming. For that reason, it is recommended that the issue of a stadium safety certificate should be subject to the stadia having a designated, and accredited as competent, stadium safety officer tasked with responsibility for all in-stadia safety, security and service matters.

This will require clarification of the process for designating the training and accreditation arrangements for stadium safety officers. The content of the training will need to be linked to the development of more comprehensive and effective stadium safety management arrangements.

In addition, it will be necessary to identify the legal changes necessary and desirable to empower and inform the roles and responsibilities of stadium safety officers. Thereafter, the role of the national co-ordinating committee would be to monitor and evaluate the impact of the training on the efficacy of stadium safety management arrangements.

**Recommendation 11: The national co-ordination group should make provision for the issue of a stadium safety certificate to be subject to a stadium having a designated, and accredited as competent, stadium safety officer tasked with responsibility for all in-stadia safety, security and service matters.** [status: important]

## Stadium Stewards

Article 5(6) also applies in respect of all stadium safety officers having access to a sufficient number of stadium stewards (either directly employed or contracted) trained by persons, assessed as competent to deliver training, assess the competence of trainees and accredit stewards. It also requires that stewards are otherwise equipped to undertake their varied tasks effectively.

During the visit, it became apparent that the primary focus of the private security companies and other stadium security personnel was focused on security threats. This is understandable but overlooks the potential risk of a safety incident which can occur at every professional football match and, indeed, as history demonstrates, be caused or exacerbated by security measures.

It is necessary, therefore, for the national co-ordination group to review the current arrangements with a view to ensuring that stadium stewarding training and accreditation arrangements comply with established European good practice.

Furthermore, necessary and desirable legal provisions should be introduced, along with the development of a steward recruitment and national training programme and a stewarding implementation strategy.

Also, in the view of the Champions League final 2018 to be hosted in Kiev, the Ukrainian authorities should assess the need to invest in language training for stewards in order for them to be proactive and promote a welcoming environment for the foreign fans.

**Recommendation 12: The national co-ordination group should make provision for ensuring that all stadium stewards are trained by persons, assessed as competent to train and accredit stewards as being able to undertake their varied tasks effectively.** [status: essential]

**Recommendation 13: In view of the Champions League final 2018 to be hosted in Kiev, the Ukrainian authorities should invest in language training for stewards in order for them to be proactive and promote a welcoming environment for the foreign fans.** [status: desirable]

### **Stadium Technical Facilities**

Intent: Article 5(3) of the Convention incorporates a requirement for each State to ensure that the technical infrastructure and facilities in stadia hosting professional football matches complies with national and international standards and good practices.

Compliance: Despite the fact that the NSC "Olympiyskyi" stadium is a rather new stadium (being built for the EURO 2012), due to poor maintenance, urgent refurbishment is needed. The delegation was informed by the Ukrainian authorities that a sum of 1,3 million grivnas was made available for this, but no confirmation about the start of the works was received after the visit.

The national co-ordination group should assess the efficacy of current stadia technical facilities in order to determine what improvements are necessary to meet stadium safety needs and evidence gathering purposes. A phased improvement programme should be introduced if the current facilities are considered to be of insufficient quality. Once established, the proposed independent "stadium safety authority" should incorporate new national standards in mandatory instructions and, thereafter, monitor progress on implementation and impact on stadium safety management arrangements.

**Recommendation 14: The national co-ordination group should assess the efficacy of current stadia technical facilities in order to determine what improvements are necessary to meet stadium safety needs and police evidence gathering purposes.** [status: important]

### **Preventing and Countering the Use of Pyrotechnics in Stadia**

Intent: Article 5(5) of the Convention obliges each State to develop effective arrangements for identifying, preventing and tackling established and emerging in-stadia safety and security risks and to develop such arrangements in consultation with public authorities and stakeholders. The issue of pyrotechnic use in stadia is cited as a key issue covered by this Article.

Compliance: Although during the match observed by the delegation the home fans didn't use pyrotechnics in stadia, the incidents digest included in the national report provided by the Ukrainian authorities made reference to major incidents caused by the use of such materials at football events.

Ukraine is not the only European State experiencing significant problems associated with the use of pyrotechnics in stadia. Confronting this issue will not be easy for any State. However, the findings of an independent scientific study of the health and safety risks associated with the use of all pyrotechnical

devices in stadia (commissioned jointly by UEFA and Football Supporters Europe) are unequivocal: "no safe use of pyrotechnics is possible in spectator areas within football stadia". The study also stressed that this risk is applied to all participants at a football event including safety and security personnel and players and officials.

The risks and liabilities linked with the usage of such materials should raise serious concerns to all the relevant stakeholders involved in the safety and security management of football events and determine the adoption of appropriate measures to deter and prevent the possible harm to the health of spectators and stadium infrastructure.

**Recommendation 15: Taking into consideration the findings of this study and on the European model strategy which is currently being drafted by EU, Council of Europe and UEFA, the national co-ordination group should aim at reviewing the steps necessary to deter, prevent and counter the use of pyrotechnics in stadia.** [status: important]

## **Article 6 - Safety, Security and Service in Public Places**

Intent: The aim of Article 6 is to build upon the obligation in Article 4, regarding local multi-agency co-ordination, through encouraging all agencies and stakeholders involved in football related activity (organised or spontaneous) in public spaces (city centres, transit routes, etc.) to co-operate in assessing risk and preparing appropriate preventative measures designed to create a safe, secure and welcoming environment whilst minimising disruption and providing reassurance to local communities.

Compliance: The delegation did not have the opportunity to observe football related operations in public places during the visit. During the discussions it was acknowledged that the police and other public authorities have primary responsibility for events in public places.

Nevertheless, the delegation had the chance to observe that the underground stations near the stadium were closed following a decision of the local authorities on the match day both before and after the game. The reasons behind this were the security threats and the failure in the delivery of a safety management plan for the operation of the two metro stations when confronted with a large number of users.

However, the apparent absence of effective local multi-agency co-ordination arrangements is not compliant with the Convention, or established good practice, and highlights the need to establish in law a standing local multi-agency co-ordination structure.

An effective transport policy, part of the service aspect provided for the supporters, should be developed, in particular in view of the Champions League final in May 2018. Also, in the light of the previously mentioned major sport event, serious consideration should be given to the best practices regarding setting up and running fan zones in public areas of the city.

**Recommendation 16: An effective transport policy, part of the service aspect provided for the supporters, should be developed, in particular in view of the Champions League Final in May 2018. Also, in the light of the previously mentioned major sport event, serious consideration should be given to the best practices regarding setting up and running fan zones in public areas of the city.** [status: desirable]

## **Article 7 – Contingency and Emergency Planning**

Intent: The aim of Article 7 is to ensure that stadium multi-agency contingency plans (prepared by the stadium operator) and local emergency plans (prepared by the relevant public authorities) are complementary and tested in regular joint exercises.

Compliance: The long and sad history of disasters in connection with football matches cannot be seen in isolation from a lack or a misunderstanding of contingency and emergency plans. Also personal mistakes in the process of decision making or executing tasks in the sense of such plans must be taken into account. The need for proper planning and the development of contingency and emergency plans is vital at a time when the terrorist threats to all aspects of public life are of crucial importance. Nevertheless, discussions during the visit suggested that if emergency and contingency planning arrangements are already in place, they are not widely understood.

The delegation discussed this matter with operatives during the match observation and was informed that the police are responsible for emergency evacuation and would otherwise assume control of (and by definition responsibility for) in-stadia safety and security in the event of a major incident. European experience demonstrates the importance of all public and stadium agencies, and their personnel, having a clear understanding of their respective roles and responsibilities in undertaking remedial activity during all stages of an emergency, including any embryonic phase. The delegation was not wholly convinced that this was currently the case. This issue was later clarified by the Ukrainian authorities, who confirmed that, as of Ukrainian legislation, primarily responsibility for emergency evacuation belongs to the duties of facility (stadium) owner. The task of police in that case is to maintain public order during the evacuation.

Unfortunately, no specific legal instruments were supplied on public authority emergency plans, or the associated testing and exercising arrangements, prior to the visit.

In terms of stadium emergencies, an important role for the proposed designated stadium safety officer should be to develop, refine as necessary, and maintain a record of the contingency plans to be applied when dealing with all types of in-stadia emergencies and unexpected scenarios, including emergency evacuation arrangements. Such plans would need to be prepared in consultation with the police, fire and rescue, medical services, and counter terrorism advisers, and take full account of municipal emergency plans for dealing with emergencies in public places that impact upon stadium facilities and/or operations.

A related issue, covered in the recommendation below, centres on ensuring that if and when in place, or refined as necessary, the contingency and emergency plans would need to be tested in multi-agency



table top and full-scale exercise with steps taken to ensure roles of each agency in an emergency are clear and widely understood at practitioner level.

**Recommendation 17: The national co-ordination group should review the current arrangements for preparing and testing comprehensive multi-agency stadium contingency and public authority emergency plans for incidents at or nearby stadia hosting football events. [status: important]**

## **Article 8 - Engagement with Supporters and Local Communities**

Intent: The aim of Article 8.1 is to highlight the importance of encouraging all national and local agencies engaged in football related planning and operations to communicate effectively with supporters, resident communities in host cities and territories and other stakeholders. Article 8.2 extends beyond event-related communication and falls under the generic umbrella of community development. It commits States to encouraging public and private agencies and other stakeholders to initiate or participate in multi-agency social, educational, crime prevention and other community projects designed to foster mutual respect and understanding, especially among supporters, sports clubs and agencies responsible for safety and security.

Compliance: The delegation welcomes the initiative from the EU mission in Kiev to develop a project on “dialogue police” as it is a good practice in other countries in Europe, in particular in some Nordic countries, and has proven to be efficient when effective dialogue with supporters and the wider community is in place. The team would encourage that a policy of pro-active and regular communication with key stakeholders, including supporter representatives and local communities, should be entirely part of the Ukrainian strategy in the mid-term, with the aim to create partnerships and positive co-operation.

The delegation welcomes the initiative from the FA to organise a friendly match between supporters of Ukraine and Croatian national teams, which is a good example of prevention and inclusion of supporters. However, no other mention was made to show that a real policy to engage with all supporters, including the more difficult ones, is developed.

The national co-ordination group should liaise closely with the police, FFU, football leagues, SD Europe, Ukrainian supporter groups and other relevant stakeholders in developing a more effective supporter liaison strategy.

The outcome of this initiative should be to oblige all public and football authorities to develop and implement comprehensive and effective supporter liaison strategies in accordance with European good practices. Importantly, these strategies should aim to encourage a sense of inclusion and consultation among supporters generally whilst marginalising the influence of risk groups and their organisers and ensuring that ultra areas in stadia are subject to effective stadium safety management arrangements and constraints.

In developing fan liaison strategies, full account should be taken of the good practice options set out in Standing Committee Recommendation Rec (2015)1.

Supporter Liaison Officers (SLO): attached to this report at Appendix C are supplementary observations and recommendations provided by SD Europe, who lead on SLO matters. Due to the fact that supporter liaison feedback provided was at times quite vague and unconvincing, SD Europe pre-existing view that little priority is given to implementing the SLO role in Ukraine was confirmed. There is no real evidence of compliance by the top-division clubs with the UEFA and FFU licensing regulations in respect of the SLO, and even in the cases where operating SLOs are in place, it appears that they are playing only a limited role, with safety officers assuming responsibility for supporter liaison tasks. Appendix C sets out a number of areas which they believe should be reviewed and the delegation consider that it would be prudent for the national co-ordinating group to commission a multi-agency review of the issues raised as part of a wider supporter liaison initiative.

Part of the ultra groups of fans were actively involved in the conflict in Eastern Ukraine (e.g. Azov Brigade), which gave them a very positive status in the eyes of many of the Ukrainian public. Their return and consequently attending the football matches created some problems related to public order which are very difficult to be dealt by the authorities in Ukraine, having in mind the above mentioned situation. Nevertheless, the prevalence of the principles of punishment of the offenders for their antisocial behaviour and the equality of citizens as regards the application of the law provisions, no matter of their status, should be a priority for the Ukrainian authorities in order to reach a positive development and enhanced effectiveness of the prevention and tackling football related violence system.

**Recommendation 18: The national co-ordination group should encourage all stakeholders to review and expand their supporter liaison activities and, in so doing, review the current Supporter Liaison Officers (SLOs) arrangements to ensure compliance with the role and remit set out in the UEFA SLO Handbook, taking into account the observations and suggestions of SD Europe.** [status: important]

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

The national report provided by the Ukrainian authorities and open sources contained references to very serious episodes of racist behaviour adopted by some of the fans of the first league teams in Ukraine. This situation raises serious concerns and demands for serious actions from the relevant stakeholders in order to prevent and tackle similar manifestations in connection with football matches.

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

**Recommendation 19: The national co-ordination group should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football events at both national and local level.** [status: desirable]

**Recommendation 20: In particular, anti-racism preventative activities should be developed and implemented by the local authorities in conjunction with European experts in this field.** [status: important]

## **Article 9 – Police Strategies and Operations**

Intent: The aim of Article 9 is to encourage the adoption of established good practices in respect of policing strategies and operations in public places and within stadia.

Currently, Ukraine is undertaking a reform of the public order forces, benefiting from external assistance from several entities, including the European Union. This process it is certainly not an easy one, but can be also an opportunity for the authorities in Ukraine to include and adopt models of policing that were tested, refined and proved to be effective in other countries across Europe. Of course, this reform can be applied also to the policing football arrangements which clearly needs improvement in order to be efficient and deliver a more safe and secure environment for spectators at football matches and also determine a more adequate and responsible use of the police resources.

The legal provisions should provide clarity to the tasks and responsibilities of the police and by doing this empower their work and make them more effective as regards the implementation of the legal framework in Ukraine.

Compliance: The police deployment for the match observed by the delegation (approximately 5.000 officers, from which 2.200 inside of the stadium), was not based on a proper risk assessment and by this underlines the need for the local police authorities to find the right balance between safety and security.

The policing strategies should be developed and refined following the implementation of a proper risk assessment system. In the national report, it was stated that the Law 341 of 25 April 2012 provides criteria for risk assessment. In reality, the delegation was under the impression that the level of risk for the match is only defined according to the provisions of the decree and not based on any intelligence gathering.

During the discussion the delegation took note that all police deployments are covered by the State budget, without being informed about cost estimate for the match observed. Adopting a proper risk assessment system, an intelligence gathering system (via the use of professional spotters) and consequently an effective and adapted deployment of police personnel proved to be the key at European level for a more cost efficient police that can lead to a better use of the police resources and reassignment of officers for other important police tasks.

The delegation observed a disproportionate intervention of the police that could have escalated in a more difficult situation: the fact that police “for invoked safety reasons” decided to empty the away

fan sector 10 minutes before the end of the match could have caused a much bigger problem when all fans were contained in the concourse for more than one hour (without information) and squeezed between two police lines.

**Recommendation 21: The Ministry of Interior should ensure that: policing football operations take into account established good practice and are in compliance with the Council of Europe Convention’s obligations, and take full account of the key role played by the sports police.** [status: important]

The Ministry of Interior should encourage policing football operations to incorporate a strategic and tactical policy of proactively:

- identifying and targeting individuals and/or groups posing increased safety or security risks with a view to early intervention to prevent escalation of risk;
- gathering evidence against individuals causing or contributing to violence, disorder or other criminality or antisocial deeds;
- ensuring that an appropriate number of designated police spotters are provided with necessary technical aids, like hand-held video cameras for intelligence and evidence gathering purposes; and
- monitoring the number of arrests and prosecutions in comparison with the number of incidents.

**Recommendation 22: The Ministry of Interior should review current policing football operations with a view to adopting a strategic and tactical policy of identifying and gathering evidence in respect of individuals and/or groups posing increased safety or security risks.** [status: important]

The Ministry of Interior should liaise with the Council of Europe (ProS4+ project) regarding the delivery of a national policing football training event for police trainers and key practitioners with a view to adapting the training to meet the needs of the Ukrainian Police. Thereafter Police academies and Police training centres should incorporate the training into their training programs in order to ensure that all police personnel (newly recruited and experienced alike) are aware of their role and duties in accordance with the European standards.

**Recommendation 23: The Ministry of Interior should ensure that police personnel engaged in the preparations for, and operations during, football events receive appropriate and specialist training in European policing football good practices.** [status: important]

The delegation would like to welcome the fact that Ukraine has set up a NFIP structure, despite the fact that they are not an EU Member State and have yet to ratify the new Convention CETS 218, which evidences the Ministry of Interior commitment to adopt European best practices in this field which have proven to be a very important tool for preventing and tackling football related violence.

The Ministry of Interior should ensure that the National Football Information Point (NFIP) is resourced and equipped to undertake effectively first of all of the roles and tasks set out in article 11, paragraph

2 of the CETS No. 218 and secondly play a key role in delivering the proposed comprehensive exclusion strategy.

The Ukrainian NFIP should be empowered and its role should be more clear and defined, following Article 11 of the new Convention and the best practices of the Recommendation Rec (2015) 1 (Annex B). At the moment, the NFIP is established under the umbrella of Interpol's Ukrainian National Central Bureau (NCB), without coordinating or having a direct link with the spotters units. Spotters are being coordinated by a different unit of the National Police headquarters – Mass Event Unit. During the discussions the delegation was not convinced that in Ukraine there is in place a national network of spotters, these specialist professionals being used mainly in the capital city.

Although the main task of the NFIP is international police cooperation and exchange of data regarding troublemakers at football matches, this structure cannot function without the intelligence input provided by a national spotter network. Relevant European experience shows that the NFIP should coordinate the work of spotters at a national level and be responsible for their training.

The training of the police spotters should be a priority as well as creating a strong liaison between them and the NFIP, assuring that the NFIP is fed in terms of accurate intelligence related to the risk supporters. Training towards the application of the best practices contained on Annex B should aim not just spotters and NFIP staff, but also police commanders (whether they act at Gold, Silver or Bronze levels). It is important in terms of international cooperation, for these professionals to know what to expect from their international counterparts, and what they are expected to deliver. Besides taking advantage of the European experience, adopting these best practices also helps to guarantee that both sides are more likely to combine efforts and work side by side.

At national level, whenever needed, visiting spotters teams (appropriately trained and with a good knowledge of their own supporters) should travel and assist the local police with the security operation for a certain match.

The NFIP should monitor the information exchange and cooperation between the local and visiting police, gathering the overall intelligence and building experience and knowledge to assist the international NFIP's at international matches.

**Recommendation 24: The Ministry of Interior should ensure that the National Football Information Point (NFIP), is resourced and equipped to undertake effectively first of all the roles and tasks set out in article 11, paragraph 2 of the CETS No. 218 and secondly play a key role in delivering the proposed comprehensive exclusion strategy.** [status: important]

**Recommendation 25: The Ministry of Interior should consider the option of merging the NFIP structure functioning currently at the level of the NCB Interpol with the one coordinating the activities of spotting (Mass Event Unit), or at least translating the coordination of spotters function from the MEU to the NFIP.** [status: important]

The delegation was informed by the head of the Croatian police delegation, present at the match in order to provide operational support to the Ukrainian authorities, that the cooperation with the local police representatives and the NFIP was difficult due to language barriers and the lack of experience of the host police counterparts.

**Recommendation 26: The Ministry of Interior should ensure that, on a risk assessment basis, funding is provided to deploy police delegations to, and host incoming police delegations from, countries whose national and club football teams are competing against teams from Ukraine in European competitions and other international matches.** [status: important]

**Recommendation 27: The Ministry of Interior should invest in the training of the NFIP personnel in order for them to fulfill their tasks effectively.** [status: important]

## **Article 10 - Prevention and Sanctioning of Offending Behaviour**

Intent: The aim of Article 10 is to oblige all States to review their existing arrangements for preventing and sanctioning persons who act in a violent or other criminal way in connection with football events, notably in respect of ensuring that individuals committing offences are subject to effective measures excluding them from the football experience.

Compliance: An essential part of any national strategy is building an effective exclusion strategy towards the risk fans, in parallel with the empowerment of the non-risk supporters and promotion of the pillar “service”.

The delegation was informed by the Ukrainian authorities that currently there are no legal provisions in place regarding the exclusion of troublemakers via a mechanism of banning orders and an effective sanctioning system.

The delegation did not observe any national coordinated efforts combining the action of administrative, legislative and judicial authorities in order to tackle this issue. The Ukrainian legislative authorities should consider the introduction of an effective exclusion strategy, following the Recommendation Rec (2015) 1 (Annex B), namely by taking into account the following possibilities:

- Applying banning orders to risk supporters in connection with football/sports related incidents/misbehavior;
- Consider the possibility of having judicial banning orders, but also administrative and disciplinary banning orders, applied by courts, administrative authorities and by the competition’s organizers and club;.
- Severe sanctioning on situations where the banning order is disrespected;
- Applying international banning orders/travel bans for international matches;
- Applying complementary measures associated to the banning orders in order to enforce them more effectively.

European experience evidences the importance of effective exclusion in preventing and tackling football related violence, and facilitating stadium safety management arrangements.

Exclusion should be seen as a preventative measure, rather than a penalty for wrongdoing which is the function of sentencing on conviction of a criminal or administrative offence, and there are many varied exclusion options in place across Europe which enjoy different levels of success.

However, the delegation is clear that the lack of exclusion arrangements in terms of preventing and countering football-related criminality (irrespective of whether the offending behaviour occurs inside and outside of stadia) should determine the national co-ordination group to undertake the necessary measures in order to adopt an exclusion system and the associated legal framework, taking into account established good practice and consulting European experts in this area.

Moreover, in recognition that some football clubs in Ukraine are multi-sport in character or name and risk fans can attend other sports than football as well, the delegation consider that it would be prudent for the proposed initiative to consider the inclusion of legal provision enabling the responsible authority to prohibit banned individuals from attending other sports events where appropriate.

**Recommendation 28: The national co-ordination group should implement an exclusion strategy as regards football and other sport related violence, taking into account European models of good practice.** [status: essential]

## **Article 11 – International Co-operation**

Intent: Article 11.1 and 11.5 set out a number of ways in which States are obliged to demonstrate a commitment to working in partnership on the international stage.

Compliance: The Ministry of Interior should ensure that the head of the NFIP participates in all meetings of the Council of Europe Standing Committee, while the Ministry of Sport should ensure that an official working in the area of sports safety should attend Council of Europe Standing Committee meetings.

This will enable the Ukrainian authorities to be informed about the latest developments in the field and have access to a proper level of expertise in order to adapt their national provisions and procedures in this field.

**Recommendation 29: The Ministry of Interior should continue to ensure that the head of the NFIP participates in all meetings of the Council of Europe Standing Committee while the Ministry of Sport should ensure that an official working in the area of sports safety should attend Council of Europe Standing Committee meetings.** [status: desirable]

The content of Article 11.2 to 11.4 on NFIPs was being dealt in conjunction with Article 9 on Police Strategies and Operations (see page 37).

## **Section D            Concluding Remarks and Draft Action Plan**

### **D.1    Concluding remarks**

In conclusion, the delegation would like to again stress that the report and accompanying Action Plan is intended to:

- assist and support the authorities in Ukraine in developing an integrated approach to safety, security and service at football events based on established good practice customised to fit national circumstances; and
- assess the extent to which the current safety and security arrangements are compliant with the Articles of the Convention and the good practices contained in the Standing Committee Recommendation Rec (2015)1.

This report and the accompanying appendices aim to be comprehensive and accurate, however, it is recognised that some of the explanations provided in meetings and other discussions may have been misinterpreted. That is why the report retains a draft status until such times as the authorities in Ukraine have had opportunity to comment on points of accuracy.

The delegation would like to stress once more that the Standing Committee is committed to providing the governmental and football authorities, and other competent agencies, in Ukraine with further support in meeting the challenges that lie ahead. The Standing Committee would in particular welcome periodic feedback on the progress made by the authorities in Ukraine concerning implementation of the recommendations included in this report.

The delegation would like to thank, once again, all of the colleagues in Ukraine who provided much appreciated help and support and demonstrated impressive levels of patience throughout the visit.

Finally, the delegation wishes to underline that the diversity of its composition, namely including Council of Europe's strategic pan-European partners like UEFA and the two European supporters associations, proved once again to be of critical importance for increasing the legitimacy of the visit, for the quality of common future deliveries in the follow-up phase and, last but not the least, for sending to the hosting and European-wide countries and non-State authorities a clear message of full commitment of these partners in a public-private multi-agency and integrated approach, as a clear example of what should be replicated at national, regional and local levels.



## D.2 Draft Action Plan

### **Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and other Sports Events (CETS No. 218)**

#### **DRAFT ACTION PLAN (December 2017)**

This draft Action Plan forms part of the report of the Council of Europe Standing Committee consultative visit on 9-10 October 2017.

The Action Plan has been prepared with the aim of enabling the authorities in Ukraine to:

- demonstrate compliance with the principles and outcomes enshrined in the Convention;
- reflect the established good practices on safety, security and service contained in Standing Committee Recommendation 1/2015; and
- ensure that football stadia (and other sports venues) provide a safe, secure and welcoming experience for all spectators.

To further assist this process, each of the various actions has been allocated a status of "essential", "important" or "desirable". This terminology is used to indicate the relevance of each action in terms of demonstrating compliance with the 2016 Convention and established European good practices. For ease of access, the recommended actions are presented under the relevant Convention Article.

In recognition of the need to adopt an integrated approach, it is stressed that the actions overlap and are inter-related, and should be considered and implemented in that light.

The text of this action plan refers specifically to football matches but can, where appropriate, also be applied in connection with other sports events where considered necessary or appropriate by the national authorities.

It is recognised throughout that the recommended actions need to be considered in the light of national circumstances and imperatives and that the adoption of established good practices will need to be customised accordingly.

The delegation stands ready to provide, on request, support and assistance in taking forward the actions recommended in this plan.

### **Article 1 - Scope of Convention**

Recommendation 1: New legal framework should specify that all professional football matches played in Ukraine and other sports events, if any, are subject to the Articles of the Convention. [status: desirable]

<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

### **Article 2 - Aim of the Convention**

Recommendation 2: The new legal framework should include a generic commitment to delivering an integrated multi-agency approach to safety, security and service in connection with football related events (inside and outside of stadia and irrespective of the timing and location) [status: desirable]

<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

### **Article 3 – Definition of Terminology used in the Convention.**

Recommendation 3: The new legal framework should incorporate the definitions set out in Article 3 of the Convention, [status: desirable]

<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

<b>Article 4 - Domestic co-ordination arrangements</b>			
Recommendation 4: The Ukrainian authorities should establish and lead a national co-ordination group, comprising expert and governmental decision makers, public and private (i.e. football) agencies and other as appropriate or necessary, tasked to develop and deliver an integrated multi-agency approach to safety, security and service in connection with football events. [status: essential]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 5: The national co-ordination group should draft and agree a national multi-agency strategy document setting out the key components of a [new] integrated approach to safety, security and service. [status: essential]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 6: The national co-ordination group should i) designate a municipal or regional authority to establish a local multi-agency group tasked to oversee and co-ordinate preparations for football events held in their locality and ii) provide guidance on the structure, role, and membership of such groups, taking into account established European good practice. [status: desirable]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

Recommendation 7: The national co-ordination group should review the current legal framework and identify the legal amendments necessary to ensure that it:

- complies with the new Convention and the safety, security and service good practices contained in the Council of Europe Standing Committee Recommendation 1/2015;
- facilitates and empowers delivery of all aspects of the national integrated multi-agency strategy;
- provides clarity of roles and responsibilities of all public and private personnel engaged in football operations (inside and outside of stadia); and
- represents a balanced approach to safety, security and service. [status: essential]

Milestones	Timing	Lead Agency	Progress

**Article 5 - Safety, Security and Service in Stadia**

Recommendation 8: The national co-ordination group should make provision ensuring that the in-stadia role of the police and other public authorities is clear, both in law and operating arrangements, and widely understood by all safety and security practitioners. [status: essential]

Milestones	Timing	Lead Agency	Progress

Recommendation 9: The national co-ordination group should consider establishing an independent public authority tasked to: develop stadium safety standards, covering physical infrastructure, technical equipment and safety management arrangements; monitor application; assess effectiveness; and issue stadium safety certificates. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 10: The national co-ordination group should make provision for the (proposed) independent public "stadium safety authority" to issue stadium safety certificates and monitor compliance with its conditions. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 11: The national co-ordination group should make provision for the issue of a stadium safety certificate to be subject to a stadium having a designated, and accredited as competent, stadium safety officer tasked with responsibility for all in-stadia safety, security and service matters. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 12: The national co-ordination group should make provision for ensuring that all stadium stewards are trained by persons, assessed as competent to train and accredit stewards as being able to undertake their varied tasks effectively. [status: essential]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

<p>Recommendation 13: In the view of the Champions League final 2018 to be hosted in Kiev, the Ukrainian authorities should invest in language training for stewards in order for them to be proactive and promote a welcoming environment for the foreign fans. [status: desirable]</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<p>Recommendation 14: The national co-ordination group should assess the efficacy of current stadia technical facilities in order to determine what improvements are necessary to meet stadium safety needs and police evidence gathering purposes. [status: important]</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<p>Recommendation 15: Taking into consideration the findings of this study and on the European model strategy which is currently being drafted by EU, Council of Europe and UEFA, the national co-ordination group should aim at reviewing the steps necessary to deter, prevent and counter the use of pyrotechnics in stadia. [status: important]</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

<b>Article 6 - Safety, Security and Service in Public Places</b>			
Recommendation 16: An effective transport policy, part of the service aspect provided for the supporters, should be developed, in particular in view of the Champions League Final in May 2018. Also, in the light of the previous mentioned major sport event, serious consideration should be given to the best practices regarding setting up and running fan zones in public areas of the city. [status: desirable]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Article 7 – Contingency and Emergency Planning</b>			
Recommendation 17: The national co-ordination group should review the current arrangements for preparing and testing comprehensive multi-agency stadium contingency and public authority emergency plans for incidents at or nearby stadia hosting football events. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Article 8 - Engagement with Supporters and Local Communities</b>			
Recommendation 18: The national co-ordination group should encourage all stakeholders to review and expand their supporter liaison activities and, in so doing, review the current Supporter Liaison Officers (SLOs) arrangements to ensure compliance with the role and remit set out in the UEFA SLO Handbook, taking into account the observations and suggestions of SD Europe. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 19: The national co-ordination group should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football events at both national and local level. [status: desirable]			

<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 20: In particular, anti-racism preventative activities should be developed and implemented by the local authorities in conjunction with European experts in this field. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Article 9 – Police Strategies and Operations</b>			
Recommendation 21: The Ministry of Interior should ensure that policing football operations take into account established good practice and are in compliance with the Council of Europe Convention’s obligations, and take full account of the key role played by the sports police. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 22: The Ministry of Interior should review current policing football operations with a view to adopting a strategic and tactical policy of identifying and gathering evidence in respect of individuals and/or groups posing increased safety or security risks. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 23: The Ministry of Interior should ensure that police personnel engaged in the preparations for, and operations during, football events receive appropriate and specialist training in European policing football good practices. [status: important]			



<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 24: The Ministry of Interior should ensure that the National Football Information Point (NFIP), is resourced and equipped to undertake effectively first of all of the roles and tasks set out in article 11, paragraph 2 of the CETS No. 218 and secondly play a key role in delivering the proposed comprehensive exclusion strategy. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 26: The Ministry of Interior should ensure that, on a risk assessment basis, funding is provided to deploy police delegations to, and host incoming police delegations from, countries whose national and club football teams are competing against teams from Ukraine in European competitions and other international matches. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
Recommendation 27: The Ministry of Interior should invest in the training of the NFIP personnel in order for them to fullfill their tasks effectively. [status: important]			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Article 10 - Prevention and Sanctioning of Offending Behaviour</b>			
Recommendation 28: The national co-ordination group should implement an exclusion strategy as regards football and other sport related violence, taking into account European models of good practice. [status: essential]			

Milestones	Timing	Lead Agency	Progress
<b>Article 11 - International Co-operation</b>			
<p>Recommendation 29: The Ministry of Interior should continue to ensure that the head of the NFIP participates in all meetings of the Council of Europe Standing Committee while the Ministry of Sport should ensure that an official working in the area of sports safety should attend Council of Europe Standing Committee meetings. [status: desirable]</p>			
Milestones	Timing	Lead Agency	Progress

### **D.3 Follow-up of visit: tools available at the European-wide level**

With a view to support Ukraine in implementing the above mentioned Action Plan, we recommend and encourage Ukrainian public and private authorities to make use of the support programmes and tools available at the pan-European level, be they from the Council of Europe, the European Union, UEFA or the European supporters associations.

In the context of the strategic partnership between the main pan-European partners of the Council of Europe (UEFA, the “EU Think Tank” and the two European supporters associations), a whole range of training and technical assistance tools are available for countries in need of assistance to improve their standards. The following list is a non exhaustive one:

#### **1. Council of Europe**

Under the Council of Europe/European Union Joint Project on Promoting and Strengthening safety, security and service at football matches and other sports events (ProS4+), the following training schemes are available:

- Under sub-project 2 - Promotion of the new Convention (CETS No. 218): Country-model training programmes on the Convention;
- Under sub-project 3: Massive Open Online Course (MOOC) on T-RV Recommendation Rec (2015) 1. The target audience: NFIPs, Ministries (MoS, MoI), Safety officers and match commanders, security officers of Football and other Sports Federations, supporters, supporters’ organisations. Training methods and materials include: text materials, interviews, video lectures, presentations, animations, open-ended questions, self-assessment quiz and certificate;
- Under sub-project 5: National Football Policing Training Programme (NFPTP), to develop and deliver customised “country-made” training event.

Further to the above list of training schemes, the Council of Europe can also provide legal and other technical assistance with a view to improve the national legal framework and the domestic coordination arrangements, amongst others.

#### **2. UEFA**

- Under the UEFA stadium and security strategy for 2017-2021:
  - UEFA National Associations Strategy Summits (December 2017 to February 2018);
  - UEFA National Associations Stadium and Security Expert Programme (SSEP)
  - UEFA National Associations Masterclasses, starting March 2018, on the following topics: terrorism; pyrotechnics; and certification, licensing and inspection;
  - UEFA Pan-European Expert Seminars, starting late November 2017, on the following topics: pyrotechnics; counter-terrorism; certification, licensing and inspection; and drones;
  - UEFA Stewards “Train the Trainer”.

### **3. European Union**

Under the European Union Agency for Law Enforcement Training (CEPOL) education and training activities calendar, on the topic of «Public order - policing of major events»:

- Pan-European football security;
- Public order - security during major events - PPP (HOUSE-EUSEC);
- Public order and crowd management (HOUSE-EUSEC);
- Webinar on Public order: security during major sports events.

### **4. European supporters associations**

#### **a. Football Supporters Europe**

Ukrainian and Russian versions of the Fans' Embassies handbook are available on the FSE website: <http://www.fansembassy.org/en/library.html>

#### **b. Supporters Direct Europe**

SD Europe can provide a range of training offerings based on the SLO topic, ranging from individual presentations to targeted multi-day training programmes developed in-house. These trainings can be tailored to the specific audience, e.g. club and association officials, club SLOs, police, and other stakeholders.

SD Europe website contains a library of general SLO resources which is regularly updated. The library can be found here: <http://www.sdeurope.eu/knowledge-base/uefa-supporter-liaison-officer-handbook-2011/>

A few SLO videos are also available on SD Europe YouTube channel: <https://www.youtube.com/user/SDEuropeTV/playlists>

Ukrainian SLO handbook is also available: <http://www.sdeurope.eu/knowledge-base/ffu-ukr-supporter-liaison-officer-handbook-2016/>

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This rich menu of different and complementary deliveries that are currently available at the pan-European level to support the hosting country is another striking example on how a strategic public-private multi-agency and integrated approach between European-wide partners can bring increased synergies, complementarities and a coherent and robust message to all beneficiaries of training and technical assistance – national authorities, football authorities, supporters' associations and local communities.

The above mentioned list of training schemes that can be delivered in a multi-agency approach by the Council of Europe and its strategic partners to the hosting country is of utmost importance to ensure the follow-up of the monitoring visits and to support the country to better comply with the Council of Europe Convention and the European-wide best practices enshrined in the T-RV Recommendation Rec (2015) 1.

Again, by providing together a common set of technical assistance tools, the Council of Europe, UEFA, the “EU Think Tank” and the two European supporters associations are passing to the countries a tangible example of the importance of a public-private multi-agency balanced and integrated approach in addressing the complex and multi-faceted issue of safety, security and service at football events.

## **Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218)**

### **Policy Articles**

#### **ARTICLE 1 – Scope**

1. The Parties shall, within the limits of their respective constitutional provisions, take the necessary steps to give effect to the provisions of this Convention in respect of football matches or tournaments played in their territory by professional football clubs and national teams.
2. The Parties may apply the provisions of this Convention to other sports or sports events hosted in their territory, including non-professional football matches, especially in circumstances where safety or security risks are involved.

#### **ARTICLE 2 – Aim**

The aim of this Convention is to provide a safe, secure and welcoming environment at football matches and other sports events. To that end, the Parties shall:

- a. adopt an integrated, multi-agency and balanced approach towards safety, security and service, based upon an ethos of effective local, national and international partnerships and co-operation;
- b. ensure that all public and private agencies, and other stakeholders, recognise that safety, security and service provision cannot be considered in isolation, and can have a direct influence on delivery of the other two components; and
- c. take account of good practices in developing an integrated approach to safety, security and service.

#### **ARTICLE 3 – Definitions**

For the purposes of this Convention, the terms:

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

- c. "service measures" shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated, and welcome in connection with a football or other sports related event, inside or outside of stadia;
- d. "agency" shall mean any public or private body with a constitutional, legislative, regulatory or other responsibility in respect of the preparation and implementation of any safety, security or service measure in connection with a football or other sports related event, inside or outside of stadia;
- e. "stakeholder" shall mean spectators, local communities or other interested parties who do not have legislative or regulatory responsibilities but who can play an important role in helping to make football or other sports events safe, secure and welcoming, inside and outside of stadia;
- f. "integrated approach" shall mean recognition that, irrespective of their primary purpose, football and other sports related safety, security and service measures invariably overlap, are inter-related in terms of impact, need to be balanced, and cannot be designed or implemented in isolation;
- g. "multi-agency integrated approach" shall mean recognition that the roles and actions of each agency involved in football or other sports related planning and operational activity should be co-ordinated, complementary, proportionate, and designed and implemented as part of a comprehensive safety, security and service strategy;
- h. "good practices" shall mean measures applied in one or more countries that have proven to be very effective in meeting the stated aim or objective;
- i. "relevant agency" shall mean a body (public or private) involved in the organisation and/or management of a football or other sports related event held inside or outside of sports stadia.

#### **ARTICLE 4 – Domestic Co-ordination Arrangements**

1. The Parties shall ensure that national and local co-ordination arrangements are established for the purpose of developing and implementing a multi-agency integrated approach to safety, security and service at national and local level.
2. The Parties shall ensure that the co-ordination arrangements involve the participation of all key public and private agencies engaged in safety, security and service matters connected with the event, both inside and outside of the venue where the event is taking place.
3. The Parties shall ensure that the co-ordination arrangements take full account of the safety, security and service principles set out in this Convention and that national and local strategies are developed, regularly evaluated and refined in the light of national and international experience and good practice.
4. The Parties shall ensure that national legal, regulatory or administrative frameworks clarify the respective roles and responsibilities of the relevant agencies and that these roles are complementary, consistent with an integrated approach, and widely understood at a strategic and operational level.

#### **ARTICLE 5 – Safety, Security and Service in Sports Stadia**

1. The Parties shall ensure that national legal, regulatory or administrative frameworks require event organisers, in consultation with all partner agencies, to provide a safe and secure environment for all participants and spectators.
2. The Parties shall ensure that regulations or arrangements to guarantee the effectiveness of stadium licensing procedures, certification arrangements and safety regulations in general are in place, applied, monitored and enforced by the competent public authorities.
3. The Parties shall require the relevant agencies to ensure that stadium design, infrastructure and associated crowd management arrangements comply with national and international standards and good practices.
4. The Parties shall encourage **the relevant agencies to ensure** that stadia provide an inclusive and welcoming environment for all sections of society, including children, the elderly and those with disabilities, and incorporate, inter-alia, the provision of appropriate sanitary and refreshment facilities and good viewing facilities for all spectators.
5. The Parties shall ensure that stadia operating arrangements are comprehensive; make provision for effective liaison with the police, emergency services, and partner agencies; and incorporate clear policies and procedures on matters that might impact on crowd management and associated safety and security risks, including:
  - use of pyrotechnics;
  - any violent or other prohibited behaviour; and
  - any racist or other discriminatory behaviour.
6. The Parties shall require the relevant agencies to ensure that all public and private personnel involved in making football and other sports events safe, secure and welcoming are equipped and trained to deliver their functions effectively and in an appropriate manner.
7. The Parties shall encourage their competent agencies to highlight the need for players, trainers or other representatives of participating teams to act in accordance with key sports principles, like tolerance, respect and fair play, and recognise the negative impact which acting in a violent, racist or other provocative manner can have on spectator behaviour.

#### **ARTICLE 6 – Safety, Security and Service in Public Places**

1. The Parties shall encourage all agencies and stakeholders involved in organising football and other sports related events in public spaces, including the municipal authorities, police, local communities and businesses, supporter representatives, football clubs and national associations, to work together, notably in respect of:
  - a. assessing risk and preparing appropriate preventative measures designed to minimise disruption and provide reassurance to local communities and businesses, in particular those located in the vicinity of where the event is taking place or public viewing areas; and
  - b. generating a safe, secure and welcoming environment in public spaces that are designated for supporters to gather before and after the event, or locations in which supporters can be



expected to frequent of their own volition, and along transit routes to and from the city and/or to and from stadia.

2. The Parties shall ensure that risk assessment and safety and security measures take account of the journey to and from the stadium.

### **ARTICLE 7 – Contingency and Emergency Planning**

The Parties shall ensure that multi-agency contingency and emergency plans are developed, and that those plans are tested and refined in regular joint exercises. National legal, regulatory or administrative frameworks should make clear which agency is responsible for initiating, supervising and certifying the exercises.

### **ARTICLE 8 – Engagement with Supporters and Local Communities**

1. The Parties shall encourage all agencies to develop and pursue a policy of pro-active and regular communication with key stakeholders, including supporter representatives and local communities, based on the principles of dialogue, and with aim of generating a partnership ethos and positive co-operation as well as identifying solutions to potential problems.

2. The Parties shall encourage all public and private agencies and other stakeholders, including local communities and supporter representatives, to initiate or participate in multi-agency social, educational, crime prevention and other community projects designed to foster mutual respect and understanding, especially amongst supporters, sports clubs and associations as well as safety and security agencies.

### **ARTICLE 9 – Police Strategies and Operations**

1. The Parties shall ensure that policing strategies are developed, regularly evaluated and refined in the light of national and international experience and good practice, and are consistent with the wider, integrated approach to safety, security and service.

2. The Parties shall ensure that policing strategies take account of good practice including, inter-alia: intelligence gathering; ongoing risk assessment; risk-based deployment; proportionate intervention to prevent escalation of risk or disorder; effective dialogue with supporters and the wider community; and evidence gathering of criminal activity as well as the sharing of such evidence with the competent authorities responsible for prosecution.

3. The Parties shall ensure that the police work in partnership with organisers, supporters, local communities and other stakeholders in making football and other sports events safe, secure and welcoming for all concerned.

### **ARTICLE 10 – Prevention and Sanctioning of Offending Behaviour**

1. The Parties shall take all possible measures to reduce the risk of individuals or groups participating in or organising incidents of violence or disorder.

2. The Parties shall, in accordance with national and international law, ensure that effective exclusion arrangements, appropriate to the character and location of risk, are in place to deter and prevent incidents of violence or disorder.

3. The Parties shall, in accordance with national and international law, co-operate in seeking to ensure that individuals committing offences abroad receive appropriate sanctions, either in the country where the offence is committed or in their country of residence or of citizenship.

4. Where appropriate, and in accordance with national and international law, the Parties shall consider empowering the judicial or administrative authorities responsible for imposing sanctions on individuals who have caused or contributed to incidents of football-related violence and/or disorder, with the possibility of imposing restrictions on travel to football events held in another country.

#### **ARTICLE 11 – International Co-operation**

1. The Parties shall co-operate closely on all, and associated, matters covered by this Convention in order to maximise collaboration in respect of international events, share experiences and participate in the development of good practices.

2. The Parties shall, without prejudice to existing national provisions, in particular the allocation of powers among the different services and authorities, set up or designate a national football information point of a police nature (NFIP). The NFIP shall:

- a) act as the direct and single contact point for exchanging general (strategic, operational and tactical) information in connection with a football match with an international dimension;
- b) exchange personal data in accordance with the domestic and international rules applicable;
- c) facilitate, coordinate or organise the implementation of international police cooperation in connection with football matches with an international dimension.
- d) be capable of fulfilling efficiently and promptly the tasks assigned to it.

3. The Parties shall further ensure that the NFIP provides a national source of expertise regarding football policing operations, supporter dynamics and associated safety and security risks.

4. Each State Party shall notify the Committee on safety and security at sports events in writing the name and contact details of its NFIP, and any subsequent changes with regard to it.

5. The Parties shall cooperate at international level in respect of sharing good practice and information on preventative, educational and informative projects and the establishment of partnerships with all agencies involved in the delivery of national and local community and supporter focused or driven initiatives.

## Stadium and match inspection report

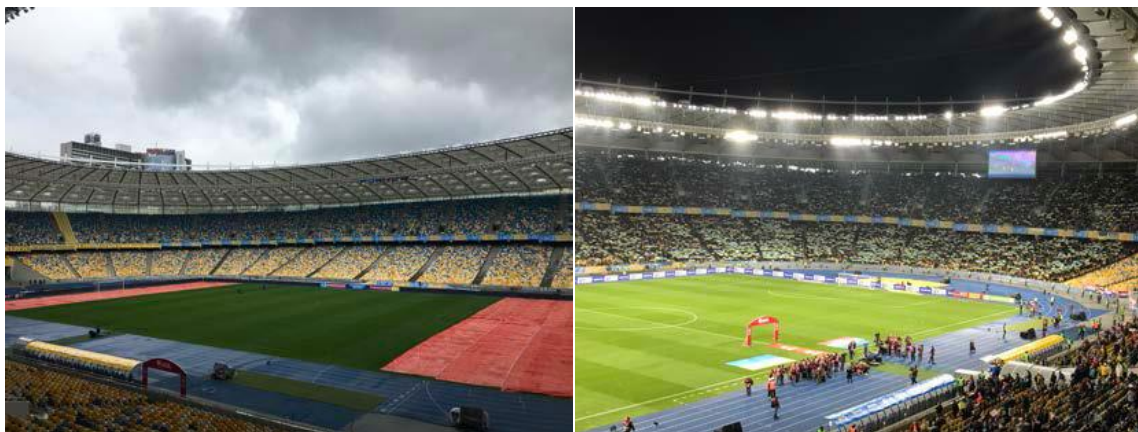
**Venue: Olympic Stadium, Kiev**

**Date: 9 October 2017**

**Event: Ukraine vs Croatia, FIFA World Cup Qualifier**

### Background

- The match was the final qualifier match for the FIFA World Cup 2018. Both teams still had the possibility to qualify;
- The match was categorized as high risk by the public order authorities;
- The attendance was high with 60,000 spectators in attendance;
- The Croatia team was supported by 800 away supporters, of which 200 in the VIP and corporate areas;
- The Olympic stadium was reconstructed for the UEFA EURO 2012 tournament in line with the tournament requirements;
- The stadium is extremely well equipped with modern safety features and affords spectators with high standards of facilities to enhance the customer experience;
- The control room is well equipped and capable of hosting representatives of all the key club and public authority bodies.
- Although only open for 5 years, the building shows wear and tear in certain areas. It seems little maintenance has been executed since UEFA EURO 2012.



Pictures 1 & 2 – Kiev Olympic Stadium before and during the match

### Safety & security operations

- During the security meeting in the morning of match day it became apparent that there is a lack of integrated command and control and coordination between various public and private agencies;
- The match was qualified as high risk. It was reported that this was a joint decision by the various public agencies. However, the various threats and risks were not clarified and it can be questioned whether a comprehensive and dynamic risk assessment has been carried out;
- The risk mitigation management strategy consisted of deploying a disproportional number of law enforcement staff (police, national guard) around the stadium. Official sources mention a total of

5,000 (whereas a number of 7,000 was mentioned by a police commander on site), most of which were riot police, visibly present outside the stadium turnstiles. The (riot) police outside did not need to come into action;



Pictures 3 & 4 - Disproportionate police presence

- There was an absence of a balanced approach between safety, security and service, with a prime focus on security only and a clear separation of roles (police only security role, not approachable for service issues, police staff on site not aware of spectator safety procedures);
- Most police forces (incl. national guard) were deployed outside the stadium in the outer perimeter between turnstiles and mag & bag areas. Some police were present in the public areas behind the turnstiles, as well as in the away section (sectors 1 + 3) and the section with the ultras (sectors 50 + 52);
- Police were responsible for the mag & bag checks, with stewards assisting in crowd management. To this end, temporary channels with crowd barriers had been installed. The search process was selective. Due to an absence of female police officers only handbags were checked without carrying out bodychecks of females. Lockers were provided to store confiscated items. The mag & bag process resulted in significant queues outside the stadium perimeter. As a consequence, there was no pressure on /queuing for the turnstiles. Lighting levels at the mag & bag checkpoint were low;



Pictures 5 & 6 - mag and bag check with queuing and poor lighting levels

- Turnstiles were manned by stewards. Only 1 wheelchair entrance appeared to be in operation. Wheelchairs showing up at other wheelchair gates were redirected to this entrance, which led to frustration of the persons in question;

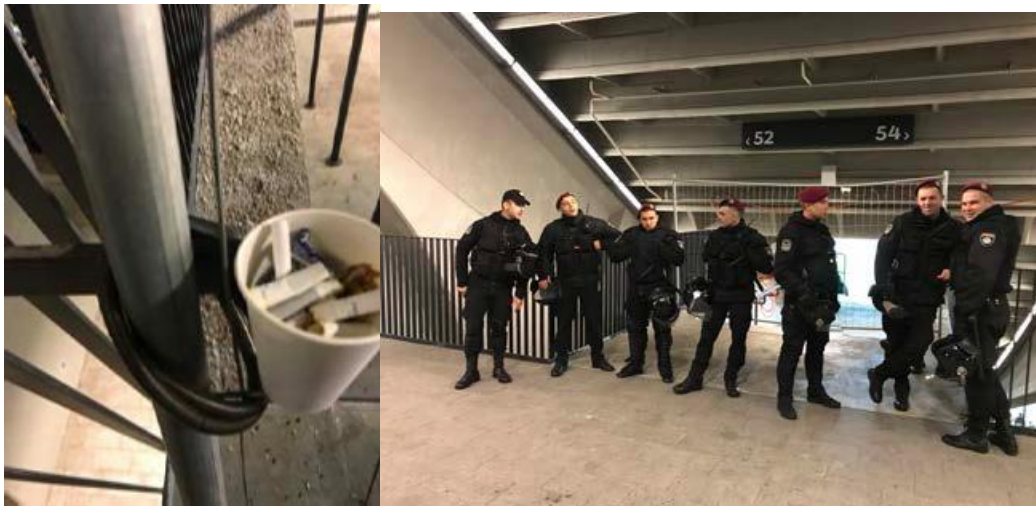


Pictures 7 & 8 - Stewarding at turnstiles and wheelchair refused at wheelchair entrance

- A total number of 700 stewards was reported to be deployed, with stewards deployed at the mag & bag checks, turnstiles, vomitories as well as around the pitch perimeter. No presence of stewards in the stadium perimeter to assist fans was witnessed;
- At the vomitory heads of the ultra-section on the upper tier (nos. 50, 52, 54), police carried out a second security check, consisting of a mag & bag check. However, in order to funnel the fans 2 out of the 3 vomitories leading into the ultra-section were fenced off with high fences, despite that sufficient police appeared to be present to carry out the security checks at all three vomitories. The fences were secured with padlocks and remained closed during the entire game. This is against good practice and FIFA/UEFA requirement that all (emergency) exits remain open and manned throughout the event. This shows a lack of understanding of safety management requirements by policeforces;



Picture 9 - Additional security check at vomitory head of ultras



Pictures 10 & 11 - Two out of Three vomitories closed with fences and padlocked

- The ultra-seating area was segregated from the other seating areas using netting covering approx. 5 rows. However, the netting was applied directly adjacent to the vomitory and radial gangway, resulting in dead end rows at the adjacent sectors, which compromises the exit and evacuation capacities;



Picture 12 - Segregation netting next to vomitories compromising (emergency) exit capacity

- Likewise, the final exit gates at the perimeter fence with the turnstiles remained closed and padlocked until 10 mins before final whistle. It was unclear, who were responsible for opening these gates and whether these persons were present at the gates during the entire event.
- To make this situation worse the exit gates were blocked from the outside by high fences, positioned in a V-shape in front of the gates between the turnstile blocks. These fences were apparently erected to avoid a run on the gates from the outside (despite the high police presence). The riot police commander at one of the turnstile blocks confirmed they were responsible for removing these fences 10 mins before final whistle. The exit gates themselves however were padlocked from the inside. On the question, how exit gates and fences would be opened in case of an emergency evacuation during ingress or during the match, the answer was that he believed that this would not be necessary due to the high police presence. This procedure is highly questionable

and not in line with good practice. In case of a panic and with the apparent absence of instructions how to deal with an evacuation during ingress or early stages of the match;



Pictures 13 & 14 V-shape temporary fences blocking exit gates at outside and exit gates padlocked from inside

- The V-shape fences blocked the view on the stadium wayfinding maps as well as stadium house rules, attached to the gates next to the turnstiles;
- During the match, a number of minor incidents occurred (at least which were visible), which involved pyrotechnics (fire crackers) being thrown. Croatian fans responded to a fire cracker being thrown from the upper tier into their section, by throwing fire crackers on the athletics track. As a consequence, one person was removed from the upper tier and the entire away section was evacuated by riot police onto their concourse area from which they were protected by the cantilevered upper tier but with restricted views to the game. Extra stewards were deployed on pitch level at sectors 45, 47 & 49, from which pyrotechnics were thrown onto the track by home fans;
- The stadium announcer repeatedly conveyed the message that the use of pyrotechnics is prohibited. Message could be clearly understood;
- Save the aisles in the ultra-section and one in sectors 45-47, aisles were kept clear during the game;
- Security checks for VIP and corporate entrances and the underground parking garage were inadequate, with the inspection team being able to drive into the underground parking without a valid ticket.

### **Stadium Infrastructure**

- In general, the stadium infrastructure is adequate;
- Signage inside the stadium was inadequate. Exit signage was poor and although concourse signage is perpendicular to the crowd flow, better contrast between signs and backdrops should be provided. External concourse lighting levels were experienced to be on the low side;



Picture 15 – Signage not clearly visible

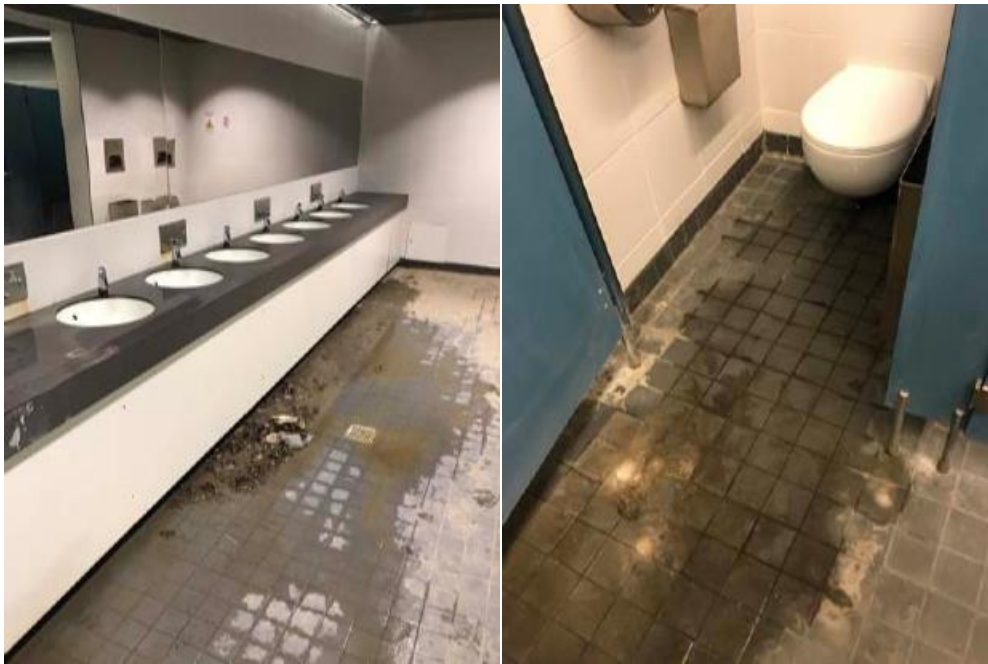
- A lack of maintenance is evident in certain areas, visibly resulting in safety issues, such as loose tiles (toilets), loose or misplaced covers of drains, etc.



Pictures 16 & 17 – Loose drain covers and tiles

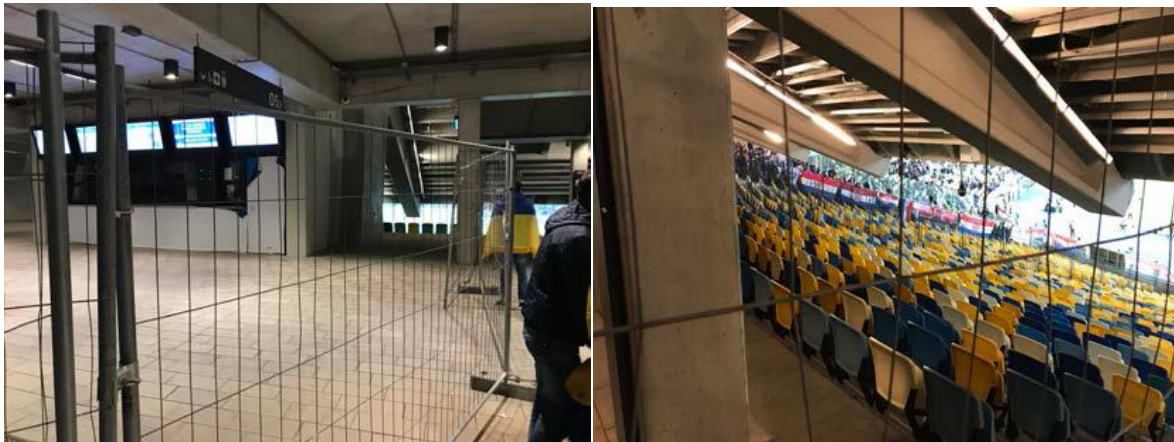
- Although all seats were cleaned prior to the event, certain toilet facilities, most notably those in the away section -2 level, were dirty and almost inaccessible due to leaks and water on the floors;





Pictures 18 & 19 – Dirty and wet toilets at away section level -2

- The high fences erected on the stands between the sectors of the away section (1,3,5,7) are not sufficiently crowd loaded. The temporary fences used are not properly secured and pose a safety issue;



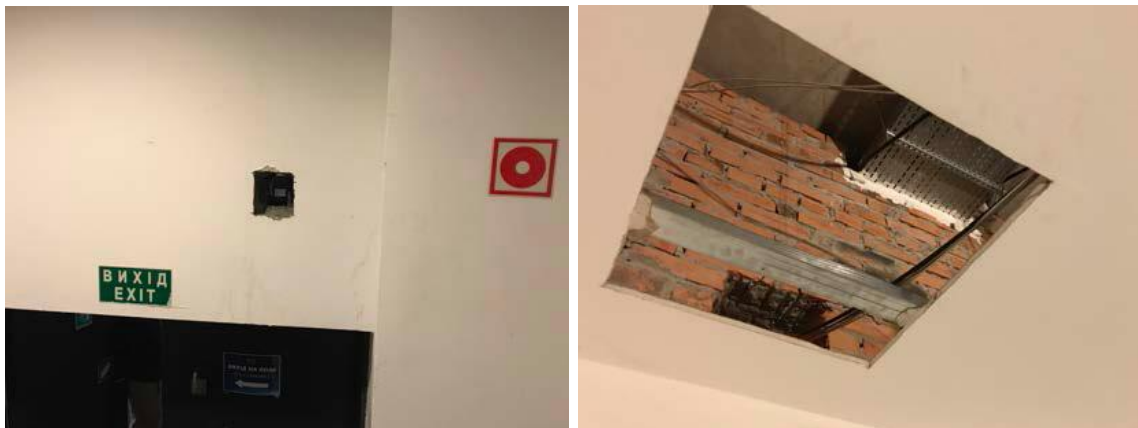
Pictures 20 & 21 – Unsafe temporary fencing at away section

- Although the away section is segregated from home fans on concourse level there is mixed circulation between away fan turnstiles and stadium façade;
- It is possible to throw missiles from the upper concourse to parts of the away fans lower concourse as well as from the upper tier seating areas on to the away section in the lower tier.
- Sector 1 of the away section is located around the main pitch tunnel so that objects can be thrown on stadium and event staff;
- Temporary cabling was running through the away section in locations where it could be tampered with and provide an abseiling possibility into the tunnel;



Pictures 22 & 23 –Temporary cabling running through away section

- In some areas, it appeared that the fire segregation/compartimentisation of the stadium was compromised. It is unclear whether a register with fire stoppings in the building and related works is being kept and updated.



Pictures 24 & 25 – Compromised fire segregation

- Circulation in the narrow area between the stadium façade fence, structural columns and the staircases to level -1 is possible. During the game, it was witnessed that fans used this route leading to unsafe situations due to trip hazards.



Picture 26 – Fans using unsafe shortcut between stairs and structural columns

## Role of Supporter Liaison Officers (SLOs) in Ukraine

### Observations of Supporters Direct Europe

#### SLO background information

The Football Federation of Ukraine (FFU) has implemented the UEFA requirement on football clubs competing in UEFA competitions to appoint a supporter liaison officer (SLO) as prescribed by Article 35 of the UEFA Club Licensing and Financial Fair Play Regulations.

It has done so by adopting a comparable provision in its domestic club licensing arrangements, under which all clubs competing in the top tier of Ukrainian football, the Ukrainian Premier League (UPL), are required to appoint an SLO.<sup>1</sup> The position of the SLO as defined by Article 36 of the Licensing Regulations of Football Clubs of the Premier League of Ukraine<sup>2</sup> is consistent with the roles and functions recommended in the 2011 UEFA SLO Handbook.

In practice, however, it would appear that the UEFA/FFU licensing requirements are not rigorously enforced. While a survey conducted by UEFA venue directors in the 2016/17 season revealed that the three Ukrainian representatives (Shakhtar Donetsk, Dinamo Kyiv, FC Zorya Luhansk) all had SLOs in place, feedback from SLOs of European clubs and Ukrainian supporter representatives does not confirm this in every case. According to our research, only a handful of Premier League clubs have active supporter liaison officers in place (e.g. Shakhtar Donetsk, FC Oleksandriya). In the Ukrainian First League, where the SLO role is recommended but not mandatory, only one club (FC Obolon-Brovar Kyiv) has an operating SLO.

There is no dedicated SLO for the senior national team.

As far as training and development is concerned, the FFU organised a [session on the SLO role](#) at a security seminar attended by around 50 club safety officers and SLOs in 2016. This workshop was addressed by SD Europe and the SLO coordinator of the Polish Football Association. No other SLO training offerings have been provided to our knowledge. At the aforementioned workshop the FFU launched an abridged Ukrainian version of the UEFA SLO handbook. We are not aware of any other SLO-related resources for Ukrainian clubs.

#### Visit findings

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<sup>1</sup> Formerly all clubs in the top three tiers of the Ukrainian league system, i.e. around 50 clubs.

<sup>2</sup> Article 36 (Supporter liaison officer): 36.1 The license applicant must have appointed a liaison officer who will be the key contact point for supporters. 36.2 The supporter liaison officer must regularly attend meetings with the club's management; learn all the problems that arise among fans, international experience, and together with the security officer must work on ensuring security and safety before, during and after the matches.

During the visit the consultative team had the opportunity to discuss supporter liaison issues with representatives of the FFU, the UPL, the Ministry of the Interior, the Ministry of Sport and the national team supporters club.

As the visit took place at the time of the World Cup qualifier against Croatia, no meetings were held with SLOs or representatives of clubs and club supporter organisations. As such, it was not possible to gain any insight into this area of the work.

Neither the FFU nor the Croatian Football Federation (HNS) employs a national team SLO, so no insights could be gathered in this area either.

As requested, we will comment on all aspects of the visit, not just those relating specifically to the SLO role. Our observations are listed in chronological order as the visit unfolded.

## **DAY 1**

### Ukraine v Croatia match coordination meeting

The main observation at this meeting was the massive discrepancy between the perceived threat from "risk" fans and the size of the police deployment. According to the police there would be around 800 "risk" fans in Sector 50 of the stadium, which was reserved for Ukraine "ultras". These supporters posed "no specific threat", however. It was also announced that there would be 535 Croatian fans in Sector 1, which would be covered by a total of 400 police officers. The number of "risk supporters" from Croatia was put at 50-100. Altogether, 5,000 police were to be deployed at the match, a huge number by any standard.

### Stadium inspection

The Olympic Stadium in Kyiv reopened on 9 October 2011 following extensive refurbishment works. Nevertheless, the arena exhibited signs of a growing maintenance backlog, both in the public areas and in the rooms and corridors inside the venue. The away sector was not particularly welcoming. Among the critical points noted were:

- The away sector was fenced in, though not entirely. You could just walk round it at the top of the sector.
- The fence was flimsy and could have easily been torn down.
- The ladies toilets on the lower level were badly soiled and clearly hadn't been cleaned in a while. There was standing water in front of the wash basins.
- Water was leaking from the ceiling of the gents toilets on the lower level. The stains on the wall indicate that this problem has been ongoing for some time. The floor in front of the wash basins was covered with debris.
- Loose cabling ran from the top of the away section down to the bottom.
- Freestanding wheelie bins with the potential to be used as missiles were in use in the away sector (and elsewhere in the stadium).

### Fans friendly match

Conversations were held with Oleg Soldatenko of the official Ukraine national team supporters club and Tomislav Mileis of Uvijek Vjerni, the official supporters club of the Croatian Football Federation, at a friendly match between supporters of both teams in the afternoon of the game.

Both Oleg and Tomislav confirmed that relations between the two sets of fans were "friendly". Ukraine fans had been treated well at the reverse fixture in Zagreb and they did not expect there to be any trouble at this game. They confirmed the statements published by Ukraine fans in the run-up to the game (e.g. on Facebook) welcoming the Croatia fans to Kyiv were genuine. Dinamo Kyiv fans had invited any Croatia fans needing help or guidance while in the city should come to their headquarters, where assistance would be provided.

Neither Oleg nor Tomislav had had any specific dialogue with the police before the game, though Oleg did confirm that he was in regular contact with the police before away games. He described the relationship with the police as "good".

### Police headquarters

The statements made by the police covering the game were at times contradictory. Initially it was stated that the match posed "no risk", yet at the same time it was confirmed that 5,000 police officers would be deployed. A few minutes later, however, another police spokesman said the match was considered "a high-risk game" and that, accordingly, the risk was "as expected". No details were given as to what was to be expected, however. There was no indication that the police were aware of the friendly relationship between the two sets of fans, though they must have been aware of it due to the public statements made before the game by fans on the Ukraine side.

The delegation was told that the police had conducted a dynamic risk assessment over "three consecutive days" and that preventive communications with fans had played a part in the preparations. When asked for more details of these preventive communications, how high a priority they were, and whether the exercise was repeated for Premier League matches, no real answer was given: "The answer will be given in the next room". The next rooms were not appropriate for the question to be repeated, however, as the first was the call centre and the second the control room.

### Ukraine v Croatia

- Pre-match

The atmosphere outside the Olympic Stadium was relaxed and no incidents were observed. Nevertheless, there was a massive police presence, with officers spread two or three deep in a line around the stadium perimeter between the turnstiles.

Police were also stationed in front of the first control point for the purpose of matching the ticket holder's ID against the name printed on the ticket. Bag and body searches were then conducted by stewards.

The numbers of police deployed appeared to be out of all proportion and hardly conducive to creating a welcoming atmosphere. Rather than adopting a graded approach to managing any actual risk or growing signs of disorder, it seemed that the plan was for any potential risk to be mitigated by flooding the approaches to the stadium with large numbers of police.

There was no organised march of Croatia fans to the venue and as such the away supporters arrived individually or in groups. No supporter liaison measures were in place to welcome the Croatia fans to the stadium.

- During the match

Before the game it was thought that the main threat to the game was posed by certain elements within the Croatian fan base who are disaffected with the way football is run in Croatia and have in the past sought to harm the Croatian Football Federation through acts of violence or the throwing of pyrotechnics at matches played by the national team. The fear was that these fans would obtain tickets from Ukrainian sources and cause trouble once inside the stadium.

Our observations focused on trying to identify any such presence but there was no evidence of any Croatian fans in areas reserved for home supporters. Then, with about ten minutes left to play, two flares were thrown towards the pitch from the Croatian sector, landing on the running track around the pitch and narrowly missing the photographers positioned there.

The police immediately moved into the sector and there appeared to be some scuffles in the lower section of the block. We immediately decided to go over to the away section to see what was happening. The quickest way of getting there was through the business club behind Block 69, where our seats were. Having moved through the business club as far we could go, we were unable to proceed to the area outside the away section because the emergency exit was locked. Going by the stadium map, this would have been on a level with Block 79.

As a result we were forced to retrace our steps and leave the business club through the main entrance and from there proceed to the away section from the outside. On arrival at the away section we discovered that the Croatia fans had been forced to vacate the block by the police and herded on to the concourse in front of the refreshment kiosk.

Despite being prevented from watching the end of the game, and presumably because their team were leading 2-0, the fans remained relaxed and showed no signs of aggression. The visiting Croatian police delegation expressed no objections to the forced removal of the fans and noted that they were "very happy".

At no point did the police attempt to communicate with the supporters to explain why they had been forced to vacate the away section or inform them how long they would be held back. In a phone call Tomislav Mileis confirmed that he had no idea what was happening and requested information from us that he could pass to his fellow fans.

The actions of the police in forcing all 535 Croatia fans to vacate the away section and miss the remainder of the game because of the actions of one or two individuals would not appear to be proportionate and could easily have prompted an escalation.

We were subsequently informed that a person thought to have thrown the flares onto the running track had been identified. According to the Croatian police the individual concerned was thought to be from Bosnia and not a member of one of the fan groups normally associated with trying to disrupt matches played by the Croatian national team.

- Post-match

Around 30 minutes after the final whistle the Croatia fans were allowed to leave the stadium. This was done in an orderly manner without any incidents.

## **DAY 2**

### Ministry of the Interior

The delegation had the opportunity to meet representatives of the ministry of the interior, the police and the local authority.

- Communication with supporters

During the course of the exchange the ministry representative said that spotters also performed the role of dialogue police officers. Their function was restricted to communications only, not only with fans but also with the wider community.

Questions: "What procedures are in place for this dialogue? Which persons are involved? How does it work?"

Answer: "Often organised supporter groups do not want to have a dialogue with the police."

Follow-up question: "How do you communicate with supporters in this case? Are there any mediators you can use?"

Answer: "Intelligence information is coordinated with fan clubs on a permanent basis. Information is shared with fans. There are some people at football clubs who can be used as mediators and we also use people 'with criminal backgrounds' to engage in dialogue with fans. In general we try to persuade them."

A representative of the police then qualified the original statement with regard to communicating with supporters by saying that spotters were not in place in every region and so other police officers assumed their role where they didn't exist.

Overall, the answers regarding communication with fans were rather vague and unconvincing. The impression gained was that the communication policy was more about intelligence gathering rather than dialogue.

- Exclusion policy

The delegation was told that there were no stadium bans in place. As such, there is no exclusion process in which SLOs could play a role.

- Forced evacuation of Croatia fans by police

Commenting on the forced evacuation of the away section at the previous night's game, the delegation was told that the Croatia fans "had created this problem for themselves", irrespective of the fact that the entire group had been punished for the actions of one individual. It was also claimed that the evacuation had taken place at the request of the visiting Croatian police delegation.

### Ministry of sport, FFU, UPL



The visit concluded with a meeting with representatives of the ministry of sport, the FFU and the UPL.

- Crowd control, service

The deputy minister for sports and youth began by saying that 300 stewards, 280 safety personnel and 100 volunteers had been deployed at the Croatia game the day before, almost 700 in total. Asked about the excessive policing, he said he was "happy with the deployment of the police". He added that no extra costs had been incurred to police the game, as the costs of policing were already covered by state budget and no overtime had been done. He seemed oblivious to the potential for savings that could be achieved by reducing police numbers in accordance with the perceived risk and/or the knock-on costs involved in removing police from other areas and the associated social costs.

- Personalised tickets

The deputy minister explained that the system of personalised tickets had been introduced at the Super Cup game in Odessa and was not restricted to national team matches. The information gathered was not used for intelligence purposes.

- Exclusion

Commenting on the lack of an exclusion policy, he said that the ministry placed its faith in a dialogue with fans rather than punishments (in particular with regard to ultras).

- Infrastructure

The deputy minister said the 90% of the sports infrastructure of the country was owned by the state or local authorities. Eight stadiums were privately owned; the four major arenas were state-owned.

Asked about the poor maintenance observed at the Olympic Stadium, he said a maintenance programme costing UAH1.3m would commence very soon and last 2-3 months.

- Supporter liaison

SD Europe had the opportunity to put questions to the representatives of the FFU and the UPL.

Question: "Under the licensing regulations of the FFU, all clubs in the top three divisions are required to have at least one SLO. That means about 50 clubs. Do all of these clubs have an active SLO?"

Answer (FFU): "This requirement was revised two years ago<sup>3</sup>. The restructuring of clubs is a problem. Some clubs combine positions. The FFU is very strict about this."

Question: "The regulations of the Ukrainian Premier League require the presence of the SLOs of both clubs at the pre-match organisation meeting. How does this work in practice?"

Answer: "All the top-division clubs should have a dedicated SLO, otherwise the club will not receive a licence. We strongly advise clubs to have an SLO from the ultras group. Most clubs do this. SLOs are required to attend the

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<sup>3</sup> The licensing requirement now covers the Premier League only.

organisation meetings, which takes place at 10.30 on matchday. This is observed by most clubs. The match delegate is required to report on this.

The licensing requirements in divisions two and three are not so strict. Positions can be combined. We think it is good to have separate positions.

Question: Our feedback from several SLOs of European clubs who have played in Ukraine is that they had no contact with an SLO of the other club and even where an SLO was in place they were told to contact the safety officer instead.

Answer (FFU): We are aware of cases where SLOs are inactive and visiting clubs have to refer to the safety officer and we will deal with them.

It should be noted that the SLO coordinator of the FFU was present at the meeting but did not comment.

### Conclusions

As far as supporter liaison the feedback provided was at times quite vague and unconvincing, which served to confirm our pre-existing view that little priority is given to implementing the SLO role in Ukraine. With possibly four exceptions, there is no real evidence of compliance by the top-division clubs with the UEFA and FFU licensing regulations in respect of the SLO, and even in the cases where operating SLOs are in place, it appears that they are playing only a limited role, with safety officers assuming responsibility for supporter liaison tasks. At one leading club, individual supporters have taken it upon themselves to liaise with SLOs of visiting European clubs to offer a basic unofficial supporter liaison service in the absence of a fully operating club SLO.

Apart from one SLO training session at a security seminar, the FFU has yet to our knowledge to introduce a regular training programme for clubs to help them develop the SLO work. Without such support, there is little understanding or incentive for the clubs to build supporter liaison structures. With this in mind, it is disappointing that the FFU SLO coordinator did not attend the UEFA SLO workshop in Vienna on 29/30 November. This is an opportunity missed.

At national team level the FFU has not appointed an SLO but some initial fan dialogue structures are in place through the launch of the official national team supporters club and the continued development of the fans embassy team for deployment at major international tournaments. The friendly match between fans of Ukraine and Croatia on the afternoon of the World Cup qualifier was a good example of inclusion and empowerment of positive supporters.

Overall, the balance between safety, security and service considerations would appear to be out of skew.

### Recommendations

1. FFU to ensure full compliance by clubs with Article 35 of UEFA's Club Licensing and Financial Fair Play Regulations and Article 36 of the Licensing Regulations of Football Clubs of the Premier League of Ukraine.
2. FFU to develop and launch a programme of regular SLO training workshops in conjunction with SD Europe.
3. FFU to instruct clubs to ensure that supporter liaison tasks are performed by the nominated SLO(s) and not by the club safety officer.

4. FFU to appoint a national team SLO.
5. UPL to ensure that SLOs of both clubs attend the matchday organisation meeting
6. FFU to encourage club SLOs to organise themselves at national level (network with elected spokespersons).
7. FFU to introduce a sanction system for noncompliance with the SLO licensing requirement with fines that are ring-fenced and reinvested in SLO training and development.
8. Ministry of the Interior to commit to introduce dialogue policing in football with specialist training for football police liaison officers.
9. Ukrainian authorities should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football (and other sports events) at both national and local level. The dual approach adopted in Poland, for example, with club SLOs on the one hand and socio-pedagogical fan projects on the other, could serve as a role model. In particular, activities aimed at children and junior supporters clubs should be extended to include the promotion of values such as respect, tolerance, anti-violence and nondiscrimination.
10. FFU to consider launching a fan dialogue project under the auspices of UEFA's HatTrick programme.

Stuart Dykes

Head of Implementation, SD Europe

27 November 2017

**PROGRAMME**  
**Consultative visit to Ukraine**  
  
**by experts of the Standing Committee**  
**of the European Convention on Spectator Violence**

9-10 October 2017

**Aim:** assessment of the state of ensuring of public order and public safety during football matches in Ukraine and providing recommendations for improving this area of activity.

**Sunday 8 October 2017**

Welcoming at the international airports "Boryspil" and/or "Kyiv" and transfer from the international airports to the hotel and check-in

Preparatory meeting at the hotel

**Monday 9 October 2017**

- |             |   |
|-------------|---|
| 10:15-10:30 | Transfer to the stadium of the NSC "Olympiyskyi" (Velyka Vasylkivska str., 55).   |
| 10:30-11:30 | Participation in the organizational meeting in regards of the football match of the qualifying stage of the 2018 World Cup between national teams of Ukraine and Croatia (hereinafter – football match) |
| 11:30-12:45 | Stadium tour with the purpose to get acquainted with the infrastructure of the NSC "Olympiyskyi" stadium and the operation of its security service  |
| 12:45-13:00 | Transfer to the lunch place   |
| 13:00-14:00 | Lunch   |
| 14:00-14:30 | Transfer to the Football Federation of Ukraine (Laboratnyi lane, 7-A)   |
| 14:30-16:00 | Watching friendly football match between supporters of the national teams of Ukraine and Croatia  |
|             | Meeting with Ukrainian supporters, discussion in regards of organization of work with supporters in connection with football matches  |
| 16:00-16:15 | Transfer to the hotel   |
| 16:15-17:45 | Free time   |
| 17:45-18:00 | Transfer to the Main Department of the National Police in city of Kyiv (Volodymyrska St., 15)   |

- 18:00-18:30 Observation of work of Situational Center of the Main Department of the National Police in city of Kyiv in connection with football match
- 18:30-18:45 Transfer to the stadium of the NSC "Olympiyskyi" (Velyka Vasylkivska Str., 55)
- 18:45-24:00 Observation of work of police, emergency service and stadium's security service in connection with football match

### **Tuesday 10 October 2017**

- 09:45-10:00 Transfer to the Ministry of Internal Affairs of Ukraine (Bohomoltsia str., 10)
- 10:00-13:00 Meeting with representatives of HQ of the National Police of Ukraine and other public authorities, discussion in regards of implementation by public authorities measures to ensure public order and public security in connection with football matches in Ukraine
- 13:00-14:00 Lunch
- 14:00-14:30 Transfer to the Football Federation of Ukraine (Laboratory lane, 7-A)
- 14:30-16:00 Meeting with the representatives of the Ministry of Youth and Sport of Ukraine, Football Federation of Ukraine, Ukrainian Premier League and some professional football clubs, discussion in regards of implementation by match organisers measures to ensure public order and public security in connection with football matches in Ukraine
- 16:00-16:45 Discussion in regards of ratification and implementation by Ukraine the Council of Europe Convention on an integrated approach to safety, security and service during football matches and other sport events of 03.07.2016
- 16:45-17:30 Debriefing of the consultative visit with representatives of all subjects of ensuring of public order and public security
- 17:30-17:45 Transfer to the hotel
- 18:45-19:00 Transfer to the dinner place.
- 19:00 Dinner.

### **Wednesday 11 October 2017**

Check-out from the hotel

Transfer to the international airports "Boryspil" and/or "Kyiv" and departure.

## **PART 3**

### **Comments by Ukraine**

### **Information provided by the National Police of Ukraine**

The National Police of Ukraine together with the representatives of the European Union Consultative Mission for Civil Security Reform in Ukraine (hereinafter referred to as "the EUCM") carry out the reform of the organization of law enforcement during mass events, including football matches and other sports events, in accordance with the best European practices, observing human and civil rights and freedoms.

Starting from 2016, the National Police of Ukraine, together with foreign experts from the EUCM and the Police of the Czech Republic, introduced and implemented throughout the state an entirely new body for Ukraine, the "Dialogue Police". Officers of such groups communicate with participants and organizers of mass events, including during football matches and other sports events.

It should be noted that the activities of the Dialogue Police are positively evaluated by the citizens of Ukraine and are fully supported by the European law enforcement community.

In addition, thanks to the support of the EUCM and the active involvement of the Sweden and Denmark Police, the National Police of Ukraine in 2017 started to introduce into its daily activity the Scandinavian law enforcement model.

The National Police of Ukraine, together with international experts and representatives of the EUCM, developed a Concept for the introduction of the Scandinavian model of ensuring public safety and order during mass events in activities of the bodies and subdivisions of the National Police of Ukraine, which was approved by the Order of the Ministry of Internal Affairs No. 706 dated August 23, 2018.

The above-mentioned model is based on the more rational use of the personnel, mobility of forces and means of the National Police of Ukraine, and constant dialogue with organizers (sports officials) and participants (fans) of mass events, including football matches and other sports events.

Regarding the intergovernmental interaction of law enforcement agencies on holding international football matches, we report that the National Information Football Point (NFIP) is currently operating as a part of the Department of International Police Cooperation (Interpol National Central Bureau).

In addition, the NFIP was created before holding the European Football Championship 2012 (EURO 2012) in Ukraine and functions at a rather high level, despite the fact that it is not part of civil (public) security, which became possible due to effective interaction between the Department of Preventive Activities of the National Police of Ukraine and the Department of International Police Cooperation of the National Police of Ukraine (Interpol NCB).

## **Information from the Ministry of Youth and Sports of Ukraine**

Ukraine joined the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events ("the Convention") on July 3, 2016 in Saint-Denis, France.

At present, the Ministry of Youth and Sports of Ukraine has taken measures to ratify the Convention: a relevant draft law has been developed, agreed with the relevant interested parties and submitted to the Parliament of Ukraine for consideration.

After the Consultative visit of the Standing Committee to Ukraine (9-10 October 2017) and the Report by the Consultative Team, Ukraine started implementing the recommendations of the Consultative Team's Report and successfully organized the 2018 UEFA Champions League Final in Kyiv.

### **Action Plan for 2019**

1) The Ministry of Youth and Sports of Ukraine is going to establish an interministerial and interagency working group on the implementation of the Convention and the Recommendations of the Council of Europe and the Consultative Team's Report, including participation of all stakeholders. The working group will also coordinate the development and implementation of an integrated interagency approach to safety, security and service during football matches and other sports events.

2) The Ministry of Youth and Sports of Ukraine requests the Council of Europe to consider holding a regional seminar in Kyiv, Ukraine, with the participation of all interested parties to provide expert and practical assistance in implementing measures aimed at the effective implementation of the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events.

A Seminar is going to be held in the Secretariat of the Organization for Democracy and Economic Development – GUAM in Kyiv at the end of the November 2019 with participation of all GUAM member states (Georgia, Ukraine, Azerbaijan and Moldova).