

**COMMITTEE ON SAFETY AND SECURITY
AT SPORTS EVENTS (T-S4)**

COUNCIL OF EUROPE CONVENTION ON AN INTEGRATED
SAFETY, SECURITY AND SERVICE APPROACH AT FOOTBALL
MATCHES AND OTHER SPORTS EVENTS

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

1 September 2022

T-S4(2022)29

2021 ANNUAL MONITORING REPORT
OF THE SAINT-DENIS CONVENTION

Executive summary

Adopted by the Committee by written procedure on 1 September 2022

1. General overview

The Convention on an Integrated Safety, Security and Service Approach to Football Matches and Other Sports Events (CETS NO. 218), also known as the Saint-Denis Convention, aims at promoting a safety, security and service multi-agency integrated approach at football matches and other sports events, and providing standards based on the highest safety, security and service standards developed across Europe, building upon the work done internationally since the adoption of the European Convention on Spectator Violence in 1985. It also promotes co-operation between all relevant public and private stakeholders, including supporters and local communities, with a view to provide a safe, secure and welcoming environment at football matches and other sports events.

In compliance with the provisions of the Saint-Denis Convention, the Saint-Denis Committee oversees the annual survey exercise aimed at monitoring, on the basis of responses to a questionnaire, the implementation of the Convention by Parties. The goal of such a monitoring tool is to have a comprehensive and regularly updated overview of the state of implementation of the Convention by each Party. The 2021 annual monitoring questionnaire and related report was carried out with the support of the Instituto Superior de Ciências Sociais e Políticas, Universidade de Lisboa (ISCSP/ULisboa).

Regarding the 2021 edition of the monitoring survey, it should be stressed that:

1. This edition was a pilot one, ensuring the transition between the previous Council of Europe questionnaire delivered to the network of National Football Information Points (NFIPs) under the joint projects ProS4 and Pros4+, and a revised version of this annual questionnaire prepared by the T-S4 Advisory Group on Monitoring to the Saint-Denis Committee.
2. This 2021 survey was managed by the Sport Division of the Council of Europe aimed at collecting information on legislation, policies and practices adopted by 22 States Parties (SP) and Observer States (OS), i.e., the other 25 Member States of the Council of Europe, who were also invited to fill in the questionnaire on a voluntary basis. Of these, 10 OS participated in this monitoring which, together with the 22 SP make a total of 32 participants.
3. Data were collected from early October until late November 2021.
4. The questionnaire could be fulfilled on an online platform (Momentive®) or on a paper version (in this case, both in English and French).
5. All these procedures resulted in a data set of quantitative data, as well as a very rich corpus of information (on legislation, good practices, projects, among others).
6. Simultaneously, two data profiles were created for each country, the 'National football profile' and the 'social context profile', composed of a set of indicators that are expected to be relevant for the appreciation of the results of the survey.
7. The general objective of the monitoring was to typify the status of compliance with each provision and standard of the Convention, seeking to understand:

- (i) possible differences in the extent to which provisions/standards are complied with, and identify which provisions/standards are more complied with and which ones are less complied with;
- (ii) the state of implementation of the provisions/standards (more advanced or delayed) of the different countries; and
- (iii) which provisions/standards and Parties require greater attention in terms of support and capacity building.

2. Main issues

The report of the monitoring survey covers the following issues:

- The 2021 monitoring questionnaire respondents' performance;
- The multi-agency integrated approach of the Convention;
- Evaluation of the three risks identified in the Convention;
- Evaluation about the situation inside and outside stadia;
- Capacity-building and modes of social action to prevent and protect;
- Police strategies and operations;
- Prevention and sanctioning of offending behaviour; and
- International co-operation and NFIPs.

3. Main results

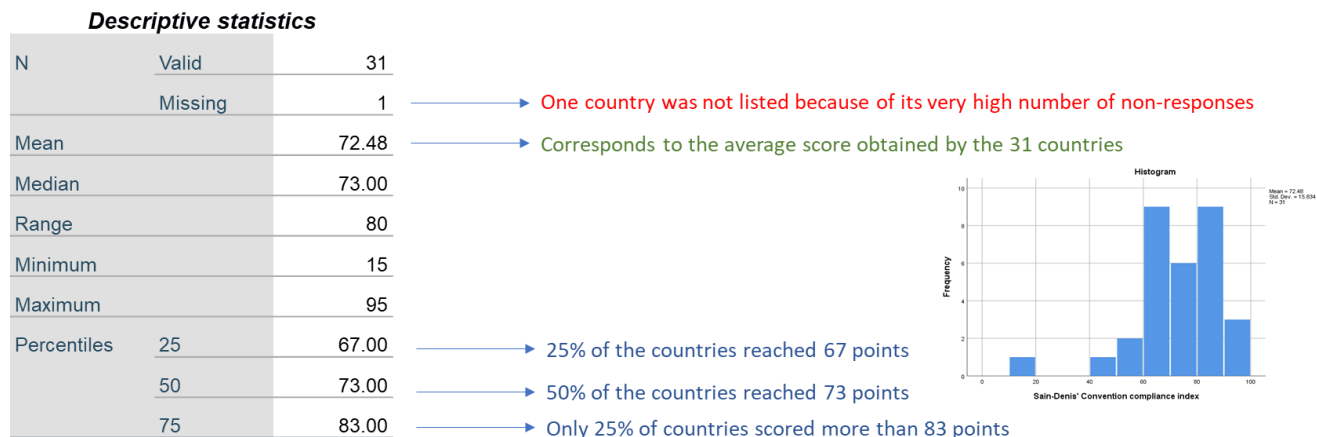
In order to assess the current level of implementation of the Saint-Denis Convention by States, the monitoring report presents the main results according to two types of criteria: the “compliance index”, which measures the level of compliance with the Convention; and the “degree of consensualness”, which measures the level of consensualness of States on the same type of answer for each question.

3.1. The Saint-Denis Convention compliance index

The Saint-Denis Convention Compliance Index measures the degree of implementation of the Convention's provisions (at the end of 2021). Compliance with all the recommendations signalled in the questionnaire corresponds to a value of 100 (i.e., maximum). The implementation of provisions is independent of the country status (SP or OS), possibly having SP not having implemented a provision whereas an OS already did. Differences between ‘country status’ (OS and SP) in this index are not negligible ($p= 0.096$), but not always statistically significant. There are several other examples of correlations that do not seem spurious and deserve further exploration. For that, more cases (responses) would have been needed. It is also evident that this index correlates positively with a country profile characterized by higher population size, better position within UEFA

country coefficient, higher attendances (to football matches), and correlates negatively with a lower scaling factor (variables coming from the national football and social context profile of each country).

The table and chart below presents the Saint-Denis Convention’s compliance index.



The results lead to the conclusion that the level of compliance with the Convention's provisions/standards is very high, particularly between the SP countries, which is considered to be positive.

The results also indicate that there is still margin for progress towards the compliance with the Convention's provisions/standards.

3.2. Degree of consensualness

The degree of consensualness means that at least 2/3 (66% or more) of the respondents converged on the same type of answer for each question, meaning a broad consensus among countries. In 33 possible topics, 22 of them revealed such consensualness, which is convergent with the proposal of normalised procedures and capacities between countries, despite the organisational practices and cultural differences that may exist on the ground.

The table below presents the degree of consensualness, by article of the Saint-Denis Convention.

QUESTION	Type of response	Article (of the Convention)	Degree of consensualness*
Are the definitions of Safety, Security and Service and the multi-agency integrated approach of the Convention established in your national legal framework?	YES	2 and 3	81,3%
Are there any national public co-ordination arrangements in this field?	YES	4.1	87,5%
Do these co-ordination arrangements identify / analyse / evaluate risks and allow the sharing of information on risk assessment?	Both	4.2	87,1%
Does the legislation require event organisers to provide a safe and secure sports event?	YES	5.1	96,9%

Are there regulations or arrangements in place to guarantee the effectiveness of sports venues licensing, certification and inspection?	YES	5.2	71,9%
Is there specific legislation/regulation on stewarding/private security activities?	YES	4 and 5	93,8%
Are there any policies aimed at promoting inclusiveness at sports venues, either from public or private agencies?	YES	5.4 and 8	92,6%
In general, are stadiums' operating arrangements comprehensive and do they enable effective liaison with police, emergency services and partner agencies?	Yes, no doubt	5.5	68,8%
Are there specific public policies and legislation aimed at preventing and tackling the following three major risks foreseen by the Convention?	YES	5.5	100%
Do you think the current work done by relevant agencies in addressing hate speech, racism, and other types of discriminatory behaviour is effective?	Sufficiently effective	5.5	73,3%
Regarding the safety, security and service in public places, do all agencies and relevant stakeholders work together? (Article 6.1)	YES	6.1.a	74,2%
a. To minimise disruption and provide reassurance to the local community	YES	6.1.b	67,7%
b. To create a safe, secure and welcoming environment in public places where supporters gather and along transit routes	YES	6.1.b	67,7%
Are there any policies and/or good practices aimed at fostering communication between police / local authorities / clubs and supporters / local communities with the aim of generating partnership and co-operation?	YES	8.1	66,7%
Are policing strategies developed, regularly evaluated and refined in accordance with national / international experience and good practices?	Yes, always or quite often	9.1	74,2%

4. Final remarks

The thorough analysis of both the compliance index and the degree of consensualness is a relevant tool to enable the Saint-Denis Committee, through its Advisory Group on Monitoring, identifying the priority topics for its future work, covering each of its four main areas of activity: standard-setting, monitoring, technical assistance and international co-operation, the final aim being to assist States in effectively implementing the provisions/standards of the Saint-Denis Convention.

5. Recommendations for further monitoring processes

The annual monitoring process is required by the Convention. Under ProS4 and Pros4+ there has been an annual monitoring procedure since the 2015 season, based on surveys supported by questionnaires targeting NFIPs.

Future exercises should take into account that a simplification of the questionnaire may help increasing the completeness and the richness of the content of some answers, namely the open-ended questions. On other hand, a more massive participation would help in a better understanding of the existing reality as well as, in our opinion, in highlighting the differences between OS and SP, which are now less evident.

Moreover, if the objectives include a more in-depth analysis of the organisational practices, the questionnaire should then be complemented by semi-structured or in-depth interviews, allowing for the questions to be short

- shorter questions are easier to respond to in a streamlined format. Additionally, the questions in on-line questionnaires should be closed and not too complex.

The recommendations for future monitoring processes are:

- I. To use the questionnaire to collect mainly quantitative data. That would entail changing the way questions are asked and working on measurement.
- II. To simplify the questions and make the questionnaire shorter. It should not go beyond the equivalent to 6-8 pages, with a filling time of approximately 20 minutes (maximum). This implies not using the text of the convention as questions.
- III. If there is interest in a more in-depth analysis, a mixed method approach should be used. That would allow for the elimination of most open questions in the questionnaire thereby reinforcing its quantitative nature.
- IV. It is also important to know the respondents' views on the obstacles that hinder certain outcomes. In other words, not only asking 'if there is' a policy, or a good practice, or programmes, what else..., but also 'why these [tools or conditions] do not exist?'